



Civil Society Programme Background Paper

How civil society organisations use evidence to influence policy processes

An annotated bibliography

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Aart Scholte, J., R. O'Brien and M. Williams (1998) *The WTO and civil society*, CSGR Working Paper 14/98, University of Warwick: Centre for the Study of Globalisation and Regionalisation.
Online at: www2.warwick.ac.uk/fac/soc/csgr/research/workingpapers/1998/wp1498.pdf/

Civic groups have undertaken a myriad of initiatives to reinforce, reshape or replace existing rules of world trade. Better links between the World Trade Organization (WTO) and civil society have indeed achieved greater transparency and democracy. But as globalisation intensifies, how can relations between civil society and the WTO be strengthened and formalised?

Research published by the University of Warwick suggests that careful and systematic initiatives from both sides are now necessary to avoid undermining policy and undercutting democracy. With the advent of globalisation, substantial governance has extended beyond the state and spread throughout local, regional and international institutions. The WTO regulates all aspects of global trade with some relative autonomy from and a certain degree of power over the governments that support it.

A wide range of civil society organisations have sought to establish direct relations with the WTO, some taking a critical but reformist stance, others seeking to reduce its powers or even abolish it. A consensus has now emerged that mature WTO-civil society relations can offer substantial benefits through increased information flows, facilitation of debates, education, and by giving legitimacy to regimes and greater democracy generally. How should WTO-civil society relations be conducted and to what ends? The study identifies key weaknesses in the current quality of links. (*From ID21*)

Anheier, H. K. (2004) *Civil society: measurement, evaluation and policy*, London: Earthscan.

This book argues that civil society can be measured and evaluated through the '*civil society diamond*'. The diamond is a complex analytic framework which assesses the 'structure', 'legal/political space', 'values' and 'impact' of civil society within a given country.

Anheier defines civil society thus: '*civil society is the sphere of institutions, organisations and individuals located between the family, the state and the market in which people associate voluntarily to advance common interests*'.

The central argument is that, although the difficulties of defining civil society have hampered efforts of economists and social scientists to measure it, it is possible to approach these challenges in a systematic way. Anheier proposes a statistical approach, measuring four dimensions to civil society:

- **Structure:**
Key questions: What is the scale of civil society in terms of institutions, organisations, networks and individuals; what are its component parts; and what resources does it command?
Central reference: infrastructure
- **Values:**
Key questions: what values underlie civil society; what values, norms and attitudes does it represent and propagate; how inclusive and exclusive are they; and what areas of consensus and dissent emerge?
Central reference: value system
- **Legal/political space:**
Key questions: what is the legal and political space within the larger regulatory environment in which civil society operates; and what laws and policies enable or inhibit its development?
Central reference: governance
- **Impact:**
Key questions: what is the contribution of civil society to specific social, economic and political problems?
Central reference: development

These four factors were measured against a range of preferred, standard and optional indicators. Anheier uses this framework to assess civil society in a range of countries, including the Ukraine, South Africa, Pakistan, Canada and Estonia.

Anheier, H., M. Glasius and M. Kaldor eds (2001) *Global civil society*, Oxford: Oxford University Press. Online at www.lse.ac.uk/Depts/global/Yearbook/outline.htm

This book aims to establish an *'island of meaning'* on the term *'global civil society'*: to sufficiently define and explore the idea that it may start to take up a place in the conceptual framework of social science and policy-making.

'Global civil society' is analysed in three senses:

- **As a real, observable phenomenon:** the authors detail the substantial growth of NGOs and INGOs in last decade and the idea of global civil society and globalisation – something that both feeds on and reacts to globalisation.
- **As a kind of global consciousness** based on the common community of mankind. 'Global civil society is best categorised not in terms of types of actors but in terms of positions in relation to globalisation.' In this category, there are supporters, rejectionists, reformists and alternatives, all of whom betray some fundamental position on how humans should be in the world: the challenge of defining global civil society is about 'the debate about the future direction of globalisation and perhaps of humankind itself'.
- **As a fuzzy and contested concept:** this interpretation is used by activists themselves as justification for putting pressure on global institutions in order to reclaim control over local political space.

Taken as a whole, the authors dub global civil society an antidote to hubris and violence. Though far from all-powerful in this task, it has an intrinsic moral position and a role in policy influence: *'its strength lies in its ability to call power-holders to account, thus inching the world towards greater parity, openness and humility'*. The revival of interest in civil society is to do with 20th century experiences, such as war, aerial bombardment, concentration camps and nuclear threats. As well as a counterweight to the market and the state, global civil society holds CSOs themselves accountable: *'Global public spheres can help question some of the more dubious practices of some non-profit INGOs.'* Global public spheres – when they function properly – can help ensure that nobody monopolises power at the local and world levels. Global public spheres help remedy the problems of late modernity: by exposing corrupt or risky dealings and naming them as such; by wrong-footing decision-makers and forcing their hands; by requiring them to rethink or reverse their decisions.

Appadurai, A. (1996) *Modernity at large. Cultural dimensions of globalization*, Minneapolis: University of Minnesota Press.

This book interprets globalisation as a shift from a civil society where individual identities are bound up in relations to the nation-state to one which is more fluid and 'translocal'.

Appadurai's identifies five 'scapes': networked environments where identities are expressed: ethnoscapas; technoscapas; finanscapas; mediascapas and ideoscapas.

The chapters of the book look at how things which circulate globally, like films, technology, and cricket, are worked into people's own *'practices of the modern'*. The trappings of modernity are not intrinsically powerful in themselves, but they do *'impel the work of the imagination'*. In this way, a *'plurality of imagined worlds'* develops, based on the idea that people are globally connected through their participation in modernity. So, according to Appadurai, global civil society is forged by the imaginative connections created as people share symbols of modern life.

Bebbington, A. and A. Kopp (1996) 'Networking and rural development through sustainable forest management: frameworks for pluralistic approaches', *Unasylva* 49(194): 11–18. Available at: www.mtnforum.org/resources/library/bebbx98a.htm

While some attempts at instituting pluralistic approaches to rural development have been successful, producing stronger links and more equal interactions between government, NGOs and RPOs (rural people's organisations), the majority of these programmes have been characterised by inefficiency and conflict. Typical problems have included competition between theoretically cooperating organisations, and compromised NGO autonomy as governments contracted them to simply implement government programmes. Social capital between organisations seems to be the central

element of successful pluralistic collaboration, particularly trust and networks that span across institutional boundaries. Trust, however, may at times be problematic where it has been broken by one of the involved parties, during periods of authoritarian rule for instance.

Two case studies are presented as examples of successful pluralistic cooperation. The first, from Bolivia, discusses the emergence of the Confederation of Indigenous Peoples of the Orient, Chaco and Amazonian Regions of Bolivia (CIDOB) and the Intercommunity Federation of the Communities of Eastern Loberío (CICOL), which have grown prodigiously in power and representation with the help of various NGOs and religious organisations. While initially created to defend territory and indigenous rights, as they grew larger these organisations have been able to build strategic relationships with government to engage in natural resource management and development activities.

The second case focuses on the Colombian government's National Program for Agricultural Technology Transfer (PRONATTA), which cofinances technology development activities through annual grants open to all NGOs and producer organisations. PRONATTA's secondary objective is to rehabilitate the image of the Colombian State by redefining relations to civil society. Emphasis is placed on transparency and political independence, as well as improving the overall efficiency for pluralistic environments by applying rigorous standards to funding proposals. (*Author's abstract*)

Bebbington, A., A. Kopp and D. Rubinoff (1997) 'From chaos to strength? Social capital, rural people's organizations and sustainable rural development' Paper presented at the UN FAO Workshop on Pluralism and Sustainable Forestry and Rural Development, FAO, Rome, 9–12 December.

The debates on pluralism, institutions, and other related terms are based on three stages: First, in academia, theoretical frameworks have been developed within which the theme of institutions can be integrally linked to the analysis of economic and political development. The two that stand out are: (i) the work on institutions and economic performance associated with Douglas North (1990) and (ii) work on social capital and economic development associated with Robert Putnam (1993). Secondly, changing macroeconomic strategies fueled interest in institutions. Thirdly, the field realities encountered by development practitioners have driven an interest in pluralist strategies. This paper aims to build on part of these discussions, in particular those linked to social capital, sustainability and rural peoples' organisations. It first discusses the linkages between social capital, institutional pluralism and frameworks for sustainable development; it then asks more specifically what role rural peoples' organisations in particular might play in fostering sustainable resource use and poverty alleviation within such pluralistic environments. (*Adapted from author's abstract*)

Bellah, R., R. Madsen, W. Sullivan, A. Swidler, and S. Tipton (1985) *Habits of the heart: individualism and commitment in American life*, Berkley, CA: University of California Press.

This book argues that moral reasoning in America is somewhat incoherent and that individuals currently strive for both individual success and community life in a way that is difficult to reconcile.

Drawing on Tocqueville, Bellah et al. suggest that the construction of citizenship in the US has internal contradictions which are currently reaching crisis point: *'individualism and not equality, has marched inexorably through our history. We are concerned that this individualism may have grown cancerous – that it is threatening the survival of freedom itself.'* They argue that the framework of individualist morality at the crux of American citizenship is both paradoxical and inhibitive.

In American culture, success is defined in individual terms, which neglect the role that society and family life have in sustaining them: *'American cultural traditions define personality, achievement and the purpose of human life in ways that leave the individual suspended in glorious, but terrifying, isolation.'* This leaves Americans without a language to discuss their dilemmas: *'freedom to be left alone is a freedom that implies being alone'; 'the ideal of freedom makes Americans nostalgic for their past, but with few resources for talking about their collective future'.*

This paradox has been expressed through various social problems throughout American history, with a recurring theme that *'to serve society one must stand alone'*. Thus, public and private have been

pitted against one another as part of the struggle to 'find oneself' as an autonomous, independent entity. Bellah et al. suggest that this is misplaced and must be overcome in order to enrich and disentangle American moral discourse: *'the notion that private and public life are at odds is incorrect. They are so deeply involved with each other that the impoverishment of one entails the impoverishment of the other.'*

BOND (2004) 'Background to working group on civil society'. Online at www.bond.org.uk/wgroups/civils/index.html

Some of the key points are:

- BOND members should not be prescriptive but adopt an inclusive and open minded approach to civil society organisations.
- Civil society is not a moral or ethical category.
- The central idea of civil society is that associations represent public opinion in all its diversity.
- All associations whose members recognise their identity as a group should qualify as civil society organisations.
- In choosing which components of civil society to work with, BOND members should ask the question: is this organisation accountable to their members?
- Some BOND members may wish to apply further standards (on racism, gender, political independence etc.) that they would normally apply to their own and other organisations' conduct.
- Our rules should enable potential partner civil society organisations to communicate their views to us (as overseas NGOs) directly and in their own terms.

(Extract from website)

Brinkerhoff, D. and A. Goldsmith (2002) 'How citizens participate in macroeconomic policy: international experience and implications for poverty reduction', *World Development* 31(4): 685–701.

Many developing and transitioning countries have difficulty sticking to sound macroeconomic policy. International donors are pushing recipient countries to forge a public consensus on macroeconomic policy as a means to enhance sustainability and impacts on the poor. Finance and budget officials, central bank staff, and economic policy-makers, however, often assume that citizens cannot understand or contribute to macroeconomic policy. Yet the poor often do not trust the government to make the right decisions for them. How can citizen participation help bridge this gap? Based on a review of international experience, the paper explores this question, and identifies how development administrators can employ civic participation in macroeconomic policy. The discussion highlights where citizens have the greatest options for participation, and notes the impacts that participation can have on fostering policies and outcomes that target poverty reduction. *(Author's abstract)*

Brock, K. and R. McGee (2004) *Mapping trade policy: understanding the challenges of civil society participation*, IDS Working Paper 225, Brighton: IDS. Online at: www.ids.ac.uk/ids/bookshop/wp/wp225.pdf

When civil society actors attempt to participate in the trade arena they often find that they are confronted with technical complexity, structural inequality and powerful pre-set agendas. Despite these obstacles, new pro-poor alliances are being created around trade policy which offer some cause for optimism.

This research analyses factors that affect civil society participation in trade policy processes. Analysing the World Trade Organization (WTO) and recent ministerial trade agreements such as the North Atlantic Free Trade Agreement and the promotion of trade liberalisation by the donor community in particular, the paper examines the experiences and perceptions of two sets of civil society actors promoting pro-poor agendas: UK non-governmental organisations (NGOs), and civil society organisations (CSOs) in Kenya and Uganda.

The research notes the convergence of international financial institutions (IFIs – the World Bank and International Monetary Fund) agendas with the WTO. This reinforces economic liberalisation at the

national and international levels. Furthermore, donor 'coordination and convergence' agendas mean that bilateral donors are increasingly as geared towards trade liberalisation as the multilaterals. With this ideology so firmly pre-set it is hardly surprising that trade 'capacity-building' efforts are often perceived as manipulative efforts to enforce the dominant agenda. (From ID21)

Brown, L. D. ed. (2000) *Practice-research engagement and civil society in a globalising world*, Johannesburg: CIVICUS and Cambridge, MA: Hauser Center for Nonprofit Organizations.

This book aims to provide an overview on the role of civil society organisations in a changing and ever-shrinking world. It aims to outline questions and issues for promoting engagement between practitioners and researchers in this sector. Chapter 5 examines the legitimacy of CSOs and their influence on policy. Brown suggests that there are four kinds of legitimacy:

- **Moral:** a CSO can ground its claim to legitimacy in transcendent moral values that have overwhelming force in the circumstance.
- **Technical or performance:** a second claim is of expertise, knowledge, information, or competence that justifies a CSO's actions and its influence on authoritative decisions.
- **Political:** Other CSOs claim legitimacy on political grounds, such as democratic representativeness, participation, transparency, and accountability to constituencies for which they speak or act.
- **Legal:** legitimacy in compliance with legal expectations, requirements, and mandates set up by duly constituted authorities.

These can each be strengthened and built; CSOs need to ensure that their legitimacy facilitates the kind of policy and institutional influence at which they are aiming. Brown outlines systematic steps CSOs can take to improve legitimacy and therefore policy influence.

Bush, R. (2004) *Civil society and the uncivil state: land tenure reform in Egypt and the crisis of rural livelihoods*, Civil Society and Social Movements Programme Paper 9, Geneva: UNRISD. Online at <http://www.unrisd.org/unrisd/website/document.nsf/0/752BA19D99154FF1C1256EC300429549?OpenDocument>

This paper examines the impact of recent changes in the relationship between landowners and tenants in Egypt. Looking at Law 96 of 1992, which revoked rights of tenure which had been a hallmark of President Gamal Abdel Nasser's social revolution, the author explores the links between economic liberalisation on one hand, and political liberalisation on the other, as they relate to rural Egypt. The central argument is that the declared intentions of the government and donors (the United States Agency for International Development – USAID – and the World Bank in particular) to promote political liberalisation and the role of rural civil society, have had the opposite effects on rural people in Egypt.

Although the government of Egypt has declared the importance of widening political participation, and donors have stressed the need for an expansion of what they call civil society, concrete evidence of either is lacking. Bush raises two questions: i) how have the fellahin (peasants) coped with the reduction of government support?; and ii) have civil society organisations been able to substitute for the state's withdrawal from agricultural provision? Have they ushered in a new era for political liberalisation and democratisation?

Bush argues that recent years have seen political deliberalisation, with a narrowing of the possibility for political action independent of the state. The state continues to determine what constitutes formal political practice – the extent to which a political party can recruit new members, hold meetings and organise democratic opposition to the regime, for example. This is the political context – the 'uncivil state' – has created opportunities for the fellahin to mobilise and promote their interests. Bush discusses issues raised by tenants who have lost land, and the consequences for their asset base, level of poverty, social exclusion wider rights to land. He examines the violence that took place in Egypt's countryside, especially after 1997, and assesses the extent to which it might be seen as indicative of protest within the realm of civil society, or as a new and different form of political mobilisation. Bush shows that, although donors and the government intended the 1992 reform of tenancy to promote improvements in Egypt's land market and, in parallel, enhanced opportunities for

rural political expression, this has not taken place. Instead, market liberalisation has generated greater rural poverty and unemployment, resulting in greater dependence on family resources for the fellahin. (Adapted from author's summary)

Candland C. and S. Nurjanah (2004) 'Women's empowerment through Islamic organizations: the role of Indonesia's Nahdlatul Ulama in transforming the government's birth control program into a family welfare program', Case Study prepared for the World Faiths Development Dialogue Workshop, New Delhi, India 9–11 February.

Throughout Asia, religious associations and religiously motivated individuals operate thousands of associations involved in community development. Muslims make significant financial and professional contributions to social welfare activities through Islamic associations. These contributions go well beyond a Muslim's individual obligation to aid poor through zakat [a tax on wealth for distribution to the poor]. Some of these associations are important agents for social change. In many countries, as in Pakistan, these associations established significant numbers of schools and taught a significant portion of the population. In others, as in Indonesia, they have helped to determine whether women learn about their reproductive health, about sexually transmitted diseases, and other sex and reproduction related issues, or not. Some of these associations are more effective than others in educating and empowering women. It is important to know how the more effective associations operate, what the motivations of those who lead them and those who participate in them are, how they empower women, and how they differ from other programmes, including government programmes. This study focuses on the work of the Nahdlatul Ulama, the world's largest Muslim association, and its two women's associations, Muslimat NU and Fatayat NU. (From introduction)

Carneiro, C. (2004) 'Civil society participation in multilateral institutions: the case of dispute settlement within the World Trade Organization', Paper presented to ISTR Sixth International Conference on Contesting Citizenship and Civil Society in a Divided World, Ryerson University and York University, Toronto, Canada, 11–14 July. Summary online at <http://atlas-conferences.com/c/a/m/k/07.htm>

This paper discusses the relationship between NGOs and the World Trade Organization. Since its creation in 1995 the WTO has been celebrated as the most accomplished multilateral organisation, owing particularly to its advanced mechanisms to resolve disputes (Sands 2001; Reinhardt 2000; Reinhardt and Bush 2001).

This research focuses on NGO participation in the dispute settlement procedures under the WTO. A comparison of the development of this mechanism of participation in the arenas of human rights, environmental law (often times adjudicated through the International Court of Justice), and GATT/WTO law will be offered, and tentative conclusions on the WTO's case law performance eight years since its inception will be provided. Because of the novelty aspect of the WTO and its case law, literature on the subject is scarce. A recent symposium on legalisation and world politics published by *International Organization* brings the WTO case to the forefront as an instance of hard legalisation; in this same issue, Abbott and Snidal (2000) analyse the reasons for this move by GATT members during the Uruguay Round. The choice for hard law came at the expense of more flexible mechanisms of participation, including the submission of *amicus curiae* briefs by NGOs. Another cluster of research focuses on the comparison between the trade and environmental regimes (Araya 2001 and Dunoff 2001); for them, trade disputes that involve environmental concerns should be dealt with in a way that is more receptive to principles and practices peculiar to environmental law. The submission of *amicus curiae* briefs by NGOs is among these practices. This paper analyses the current circumstances pertaining to *amicus curiae* briefs submissions and discusses the procedures created by the Appellate Body to regulate the submission process. Tentative conclusions on accountability and democratisation are offered. (Adapted from author's abstract)

Cheng Lo, R. (2003) 'The role of civil society in development processes: a multi-stakeholder dialogue', ISTRA report on the Fourth Regional ISTR-LAC Conference, San José, University of Costa Rica, 8–10 October.

This conference report summarises the contributions of 100 researchers from 15 Latin American countries, the United States and the Netherlands. The main concerns of the conference were conceptualising the 'third sector' and 'civil society', and understanding the political, ideological and methodological implications of using these concepts in social science research.

The main lessons learned focused on the need for dialogue and shared working among academics and practitioners. There was concern to design joint working strategies, which promote civil society's growing autonomy and political sustainability, as well as advance its influence on policy processes.

Comaroff, J. and J. Comaroff eds (1999) *Civil society and the political imagination in Africa: critical perspectives*, Chicago: University of Chicago Press.

This collection explores the diverse, unexpected and controversial ways in which the idea of civil society has recently entered into populist politics and public debate throughout Africa.

Anthropologists Jean and John Comaroff offer a critical theoretical analysis of the nature and deployment of the concept of civil society and current debates surrounding it. Against this background, the contributors investigate the 'problem' of civil society across their regions of expertise, which cover the continent. They examine the impact of colonial ideology, postcoloniality, and development practice on discourses of civility, the workings of everyday politics, the construction of new modes of selfhood, and the pursuit of moral community. The book shows how struggles over civil society in Africa reveal much about larger historical forces in the post-Cold War era. It also makes a case for the contribution of historical anthropology to contemporary discourses on the rise of a 'new world order'. (*Adapted from publisher's summary*)

Cornwall, A. and J. Gaventa (2001) *From users and choosers to makers and shapers: repositioning participation in social policy*, IDS Working Paper 127, Brighton: IDS. Online at www.ids.ac.uk/ids/bookshop/wp/wp127.pdf

The concept of 'social citizenship' is much bandied about, but what does it mean? Is it utopian to think the poor can be meaningfully involved in shaping social policies? Is it time to go beyond treating those on the receiving end of social policies as passive recipients and assert instead their right to participation?

A report from the Institute of Development Studies reviews strategies to strengthen participation in social policy and social provisioning. Lamenting the lack of reference to the south in the literature on social policy, it explores the diverse forms participation has taken in social policy in developing countries. It rejects the functionalist concept of participation which sees beneficiaries as users/consumers of predetermined public services. Instead it argues for a reconceptualisation of the nature of citizenship and partnership which takes into account the consequences of demographic change, privatisation of service delivery and globalisation.

Has the lack of a common understanding or definition of the term 'participation' legitimised dubious practices? The study suggests that those who lack power have been denied voice and that (non) participation has often served to reinforce exclusion. Consultation fatigue has arisen when organisations exploit 'dialogue' to legitimate their own ends. NGOs may not be the champions of democratic citizenship they claim to be: as service providers they tend to 'projectise' social policy and weaken state accountability to its citizens. NGOs need to be seen as one of a number of actors within civil society, rather than an actor for civil society. (*From ID21*)

Cooley, A. and J. Ron (2003) 'The NGO scramble: organisational insecurity and the political economy of transnational action', *International Security* 27(1): 5–39.

Scholarly assessments of transnational actors are largely optimistic, suggesting they herald an emerging global civil society comprising local civic groups, international organisations (IOs) and international nongovernmental organisations (INGOs). This new civil society, moreover, is widely assumed to rest upon shared liberal norms and values that motivate INGO action and explain their supposedly benign influence on international relations. Although not entirely misplaced, this view does not adequately address the organisational insecurity, competitive pressures, and fiscal uncertainty that characterise the transnational sector. Powerful institutional imperatives can subvert IO and INGO efforts, prolong inappropriate aid projects, or promote destructive competition among well-meaning transnational actors. Attempts by IOs and INGOs to reconcile material pressures with normative motivations often produce outcomes dramatically at odds with liberal expectations.

This article develops a political economy approach to the study of contemporary transnational networks. We argue that many aspects of IO and INGO behaviour can be explained by materialist analysis and an examination of the incentives and constraints produced by the transnational sector's institutional environment. We advance two theoretical propositions. First, the growing number of IOs and INGOs within a given transnational sector increases uncertainty, competition, and insecurity for all organisations in that sector. This proposition disputes the liberal view that INGO proliferation is, in and of itself, evidence of a robust global civil society. Secondly, we suggest that the marketisation of many IO and INGO activities – particularly the use of competitive tenders and renewable contracting – generates incentives that produce dysfunctional outcomes. This claim disputes the popular assumption that market-based institutions in the transnational sector increase INGO efficiency and effectiveness. (*From introduction*)

Coston, J. (1998) 'A model and typology of government-NGO relationships'. *Nonprofit and Voluntary Sector Quarterly* 27(3): 358–82.

Building on the literature in the area, this model defines eight possible relationship types based on several dimensions: government's position toward institutional pluralism, the relative balance of power, and the degree of formality.

The eight types (from that which reflects the most 'distance' between government and NGOs to that which reflects two organisations able to 'link' philosophically to accomplish shared goals) include: i) repression; ii) rivalry; iii) competition; iv) contracting; v) third party government; vi) cooperation; vii) complementarity; and viii) collaboration.

On the one extreme, a repressive relationship is characterised by government resistance to institutional pluralism, lack of NGO linkage with government, asymmetrical power relationship (government advantage), and unfavourable government policy (perhaps even outlawing NGOs). Collaboration, at the other end of the spectrum, is characterised by government acceptance of institutional pluralism, high linkage with government, symmetrical power relationship, favourable government policy, information and resource sharing, joint action and mutual benefit.

The authors assert that the model and typology are designed to assist government, NGOs, donors and practitioners to identify and promote the most productive government-NGO relationship for a particular context. It is suggested that this model can be helpful at both the general and specific levels, and can examine the particular dimensions inherent in a specific type of relationship, so that actors can identify intervention points in a specific relationship. The model may be useful at the problem framing and direction-setting stages of inter-organisational activities.

Court, J., I. Hovland and J. Young (2005) *Bridging research and policy in development: evidence and the change process*, London: ITDG Publishing. Summary available at: www.odi.org.uk/RAPID/Publications/BRP_ITDG.html

Better use of research-based evidence in development policy and practice can help save lives, reduce poverty and improve the quality of life. Based on theoretical and case study research, this book

presents a cohesive framework and identifies the range of factors that determine whether research-based and other forms of evidence are likely to be adopted by policy-makers and practitioners. It concludes with suggestions for how researchers can maximise their chances of policy influence. *(From authors' abstract)*

Court, J. and J. Young (2003) *Bridging research and policy: insights from 50 case studies*, ODI Working Paper 213, London: ODI. Online at: www.odi.org.uk/RAPID/Publications/Documents/WP213.pdf

As part of the first phase of the three-year Global Development Network (GDN) Bridging Research and Policy project, the Overseas Development Institute was responsible for the collection and analysis of 50 summary case studies on research-policy linkages in developing countries. This paper reports on the process, findings and implications of the case studies work. The case studies were designed to capture existing experiences and relate them to streams in the literature, and to identify specific hypotheses for further investigation in the second phase of the project. In terms of cross-cutting analysis, the cases have been examined to address the question: why are some ideas that circulate in the research/policy arenas picked up and acted on, while others are ignored and disappear? The discussion is structured around four interlinked spheres:

Context: This emerged as the most important sphere in affecting the degree to which research will impact on policy. Key issues concern prevailing narratives and discourse among policy-makers, the extent of demand for new ideas (by policy-makers and society more generally) and the degree of political contestation. Political resistance often hindered change, despite the existence of clear evidence, and bureaucratic factors often distorted public policies during implementation. The authors suggest that the degree of policy change is a function of political demand minus contestation. They outline three main remaining challenges. How can contexts be categorised and how best can stakeholders operate to influence policy in these different contexts? How do research-policy processes work in situations with democratic deficits? What can realistically be done to improve the context for the use of research in policy-making and practice?

Evidence: The key issue affecting uptake was whether research provided a solution to a problem. Policy influence was also affected by research relevance (in terms of topic and, as important, operational usefulness) and credibility (in terms of research approach and method of communication). In particular, the cases highlighted the impact of participatory approaches and the value of pilot schemes that clearly demonstrate the value of new policy options. Policy uptake was greatest if the research programme had a clear communications and influencing strategy from the start, and if the results were packaged in familiar concepts.

Links: The extent of links and feedback processes between researchers and policy-makers is clearly important. Issues of trust, legitimacy, openness and formalisation of networks emerged from the cases. The cases supported existing theory about the role of translators and communicators, and the value of informal networks, but there were no clear conclusions about the nature of the links – this arena in particular needs further investigation.

External influences: The impact of external forces and donor funding certainly affects the way research impacts on policy in developing countries. Broad incentives, such as EU access or the PRSP process, can have a substantial impact. As policy processes become increasingly global this arena will increase in importance.

The next phase of the GDN Bridging Research and Policy Project will undertake more thorough systematic research on the issues identified in this paper. *(Adapted from authors' abstract)*

Dhaliwal, M. (2001) 'Community action – mobilising NGOs and CBOs' in C. Green et al. *Handbook on access to HIV-related treatment*, Brighton, UK: International HIV/AIDS Alliance.

Health systems are under-funded and overburdened in many developing countries. Non-governmental and community-based organisations (NGOs/CBOs), individuals and families are key providers of HIV treatment and care. The need for treatment is rising as increasing numbers of people become

infected. What support will NGOs, CBOs and groups of people living with HIV/AIDS need to address this growing demand?

The International HIV/AIDS Alliance is an NGO that supports and promotes community action on AIDS in Asia, Africa and Latin America. The Alliance assessed treatment needs and resources among groups who are both providers and consumers of treatment and care in Côte d'Ivoire, India and Zambia. They identified barriers to access to treatment and strategies to tackle these problems.

In collaboration with WHO and UNAIDS, the Alliance developed a practical resource to assist these organisations in improving access to HIV/AIDS treatment. The *Handbook on access to HIV/AIDS-related treatment* provides practical tools, information and other resources for groups who are planning or starting to provide treatment and care. It will also be useful for experienced organisations who are evaluating their work. It aims to help groups to:

- Make decisions on providing treatment, by outlining the main issues involved;
- Access and exploit existing local and national drug supply systems;
- Explore the use of alternative systems and drugs where necessary and useful;
- Understand the benefits and constraints associated with donated drugs;
- Address practical issues of drug supply and financing, focusing on cost, quantification, quality and sustainability;
- Adopt good practice in the use of HIV/AIDS related drugs, including clinical requirements, the use of treatment protocols, and technical and psycho-social support;
- Develop and sustain links with other organisations and resources. (From ID21)

Dias, J. (2004) 'Generosity comes from the strength of the waters: case study on the socio-educational activity of the Terreiro Ilê Axé Omin Funkó', Case study for WFDD, Birmingham.

The different traditions of Candomblé believe that the universe has two places, two great parts to it. One is the space of the living, of us human beings, and another which is the place belonging to the enchanted ones: the caboclos, the inquices, the deities, the voduncis and the ancestors. The religion allows communication to take place between the parts of the universe, each of which has its own aims. Human beings need to communicate with the world of the enchanted ones in order to live better. It is this continual communication which gives strength to life in society, to the existence of the living ones.

In this sense, to live is to try to become better and better, and to die is to integrate into a system of communication and support for the survival of all. The people of Candomblé do not live hoping to die and to be sent to another better world. It is in this world of the living that one seeks something better and for this it is essential to do something with the strength of the enchanted ones.

In almost all the civil associations of the Canomblé centres or terreiros, therefore, people aim to do something for each other, to improve the conditions of life of everyone; especially in education and health. This fact is almost a natural consequence of the meetings of religious people who are not content to wait for death. On the contrary, they are people whose faith always has better days for the living in view. It is from this spirituality which the social actions of the terreiros arise. (From introduction)

Driscoll, R., K. Christiansen and S. Jenks (2004) 'An overview of NGO participation in PRSPs', ODI Consultation for CARE International. Online at: www.careinternational.org.uk/resource_centre/other/CARE_overview_of_NGO_participation_in_PRSPs.doc

NGO participation in **poverty monitoring** is attracting a lot of attention and encouragement by donors as PRSPs move into the implementation phase. There are widespread examples of local, national and international NGOs moving into monitoring roles. Christian Aid officers in Mali carried out a project to build the capacity of their Malian partners in monitoring aid quality. Uganda's Debt Network is helping combat corruption in Uganda through engaging in a budget monitoring process. In some cases governments are promoting the involvement of civil society in monitoring and setting up appropriate institutions; for example the Government of Mozambique invited CSOs to develop plans for monitoring implementation.

In other cases, networks of NGOs are creating their own **informal channels to monitor PRS implementation**, as in the case in the Civil Society for Poverty Reduction network in Zambia which includes 36 civil society organisations and the 'Red de Desarrollo Local' in Nicaragua which is a network of local development NGOs, funded by GTZ and Oxfam and piloting a social auditing methodology. Civil society capacity for policy advocacy and economic literacy has developed in Tanzania, Zambia, Lesotho, Uganda and Bolivia, among other countries. In Malawi and Bolivia there are efforts by the main civil society coalitions to build grassroots capacity for influencing policy locally.

Concern has been expressed by some NGOs that by moving into watchdog roles, they may compromise recently strengthened relationships with governments that allow for greater policy influencing. This is just one example of the tensions inherent in the changing roles NGOs have taken on through the PRSP initiative. (*Extract from paper*)

Edwards, M. (1998) *Nailing the jelly to the wall: NGOs, civil society and international development*, London: BOND. Online at www.futurepositive.org/docs/JELLY.doc

This paper attempts to explain how the slippery concept of civil society actually makes a contribution to international development. Describing civil society as: 'the arena in which people come together to pursue the interests they hold in common – not for profit or political power, but because they care enough about something to take collective action', Edwards argues that it is:

- **Voluntary:** 'the space of un-coerced human action'.
- **Moral:** 'the vehicle through which people take action as moral beings'.
- **Between the family and the state:** 'all organisations and associations above the level of the family and below the level of the state'.

It has 3 main roles: economic, political and social:

- **Economic:** securing livelihoods and providing services where states and markets are weak, and nurturing the 'social capital' that makes markets work.
- **Social:** civil society as reservoir of cooperative values, caring, cultural life and intellectual innovation – essentially 'social capital'. Civil society does not always work in this way, and where it does not, it is especially hard to engineer.
- **Political:** where formal citizen rights are not well entrenched, civil groups provide channels through which poor people can make their voices heard in government decision-making. Development NGOs support policy research and advocacy capacity of a broad range of CSOs. Essentially, though, NGOs are service providers, who tack functions like advocacy around the outside of their core functions.

Edwards, M. (1999) 'NGO performance – what breeds success? New evidence from South Asia', *World Development* 27, 361–74.

What is the best way for non-government organisations (NGOs) to make a lasting impact on poverty? This paper summarises the findings of recent research into the impact, sustainability and cost-effectiveness of two NGOs in India and two projects implemented by Save the Children Fund-UK in Bangladesh. The factors determining performance are explored through the interaction of organisational decisions with the external context. Although these interactions are complex and dynamic, some clear conclusions emerge. Making a difference to livelihoods and capacities among poor people depends on NGO successes in fostering autonomous grassroots institutions and linking them with markets and political structures at higher levels. These conclusions question the current predilection among donor agencies to fund large-scale NGO service delivery. (*Author's abstract*)

Edwards, M. (2004) *Civil society*, Cambridge, UK: Polity Press.

This book gives an overview of major theories and debates on 'civil society', asking whether civil society is really the 'big idea' for social change in 21st century, or whether it is a confused, corrupted notion that has simply been captured by elites.

The analysis centres around three main issues:

- Civil society as associational life;
- Civil society as the good society;
- Civil society as the public sphere.

The first part of the book contextualises this debate, looking at the notion that collective action can lead to the good society, and warning that 'a strong civil society...is no guarantee that society will be strong and civil'. Edwards traces the history of the idea of civil society in political thought to reveal the theoretical basis behind what modern 'civil society builders' do. He gives an overview of the links between Aristotle, Hobbes, Ferguson, de Tocqueville, Gramsci and others, through to contemporary writers such as Putnam and Bellah.

The following chapters examine the explosion of NGO activity over the last forty years. Edwards then examines the contingencies behind a notion that CSOs can be 'good' or 'pro-poor'. He suggests that the way forward is not definitions of organisations, but in examining the connections between these groups.

To operationalise his work, Edwards suggests that we must strengthen the preconditions in which interactions between associational life, the public sphere and the good society seem likely to be favourable to goals of peace, democracy and social justice.

Edwards, M. and J. Gaventa (2001) *Global citizen action*, London: Earthscan and Boulder, CO: Lynne Rienner Publishers.

This book examines the rights and responsibilities of global citizenship, to ask whether it is really the driving force between progressive politics today. Focusing on non-state participation in the international system, the chapters identifies new forms of North-South dialogue in the international financial institutions and global campaigns to show that civil society is becoming a counterweight to the expanding power of markets.

The studies show that international institutions will continue to lose legitimacy without stronger public and political constituencies to support them. The challenge for the 20,000 transnational civic networks active on the global stage is to evolve democratic structures of governance and accountability in an increasingly pluralistic world where authority is no longer defined according to territorial sovereignty. For citizens of recalcitrant non-democratic regimes, transnational civil society may provide the only meaningful avenue for voice and participation.

Among the many cited instances of successful civil society mobilisation are: the emergence of Shack/Slum Dwellers International, bringing together 650,000 shanty-town dwellers in 11 countries to share experience and develop tactics; the success of NGO research in stimulating an informed understanding of child labour, accepting that children may often be better in work than denied the opportunity to earn; the partnership of local and international NGOs advocating for ratification of the International Convention on the Rights of the Child; women's networking around UN conferences showing the scope for coordinated, but decentralised, non-hierarchical action around common goals; and Jubilee 2000, which has achieved some debt cancellation and brought about a focus on poverty reduction unthinkable in the 1990s. (*Adapted from ID21*)

Ehrenberg, J. (1999) *Civil society: the critical history of an idea*, New York and London: New York University Press.

This book traces the emergence of 'civil society' as an idea, illuminating the particular intonation with which it is used in late 20th century America. It gives a useful précis of major thinkers on civil society:

- **Aristotle:** civil society is organised around the face-to-face relations of friends whose leisurely aristocratic benevolence enabled them to discover and articulate the public good, to public life outside the state.
- **Hobbes:** civil society as an artificial creation for the purposes of survival: justice, morality, art and culture depended on the state's ability to shape a civil society that allowed people to go about their business in peace and security.

- **Locke:** civil society denotes the possibility of people living in conditions of political freedom and economic activity. Civil society is made up of property, production and acquisition, and it requires a law-governed state to preserve order and protect liberty.
- **Kant:** civil society as a protected sphere that can enable people to make their own decisions in conditions of freedom.
- **Hegel:** civil society is inhabited by 'economic man' – it is a sphere of moral action, a network of social relations standing between the family and the state and links self-serving individuals to one another in a mediating sphere of moral freedom.
- **Marx:** civil society as constituted by production, class and their attendant social and political relations: civil society raised the question of how a chaotic sphere of competition could be subjected to public supervision.
- **Rousseau:** civil society as a community whose solidarity reconciled the subjectivity of individual interests with the objectivity of the common good.
- **de Tocqueville:** American localism and informal norms of voluntary association could limit the ability of the democratic state to reach economic equality and political freedom.

Evans, P. (1996) 'Introduction: development strategies across the public-private divide', *World Development* 24(6): 1033–37. Online at: <http://repositories.cdlib.org/cgi/viewcontent.cgi?article=1026&context=uciaspubs/research>

This brief article is an introduction to a series of articles published in this issue of *World Development* that focus on the importance of synergy between the state and civil society in implementing successful development strategies. New theories of social capital and the revisionist perspective on the role of the state in the East Asian Miracle have provided challenges to the market as a magic bullet view of development. The new approach to development known as synergy examines the relationship between local community based or civic organisations and the state to develop a broader institutional theory of development. It is believed that proper relationships between state agencies and local organisations can create an atmosphere in which development is more likely to be successful. The author provides a brief introduction to the other articles on synergy that appear in this issue of *World Development*. These articles explore the relationship between government and civil society in several different ways, and provide empirical examples of the concept of synergy. The author briefly synthesises some of the findings of the various articles. He sees two different conceptions of synergy. The more conventional view of synergy emphasises the idea that the provision of certain public goods enhances the possibilities for civic action. The focus is on ensuring a healthy relationship between the public and private sphere. The second more radical approach is the embeddedness approach, which sees productive informal networks not solely as a property of civil society, but as spanning the public-private divide. (*Author's abstract*)

Falobi, O. (2000) 'Keynote address', Civil Society Organisations Pre-forum Meeting, African Development Forum, Addis Ababa, 2 December. Online at: www.uneca.org/adf2000/daily_updates/speeches_and_press_releases/120200Key_note_address_by_omololu.htm

In his keynote address, Falobi identifies three key tasks for journalists:

Agenda-setting: As journalists, we must take the lead in pointing the right way forward for leaders in our community. For instance, lack of access to treatment is a silent issue in many of our countries. We have a duty to wake up our governments and other players to this urgent need to facilitate access to treatment for people living with HIV or AIDS; in any case, we wouldn't achieve much with getting people with HIV/AIDS to come out in public if there is no assurances of treatment for them. There are other issues like participation in the vaccine development process, and research into traditional medicine which we need to highlight for the public's attention. We have to report the unreported stories; about the orphan tragedy in Africa, about income-generating needs of people living with AIDS among us.

Stakeholders' participation: Too often, discussions about AIDS have been left to bureaucrats in corridors of powers and technocrats in air-conditioned buildings such as the ones we are in. But we have learnt that politicians and civil servants are not to be completely trusted with issues that affect our lives. One thing we can do as journalists to help this policy formulation and implementation

process is to seek the inclusion of all stakeholders – people infected or affected by HIV/AIDS, community groups, civil society representatives – in the policy process. We can do this by interviewing them and letting their voices be heard on our newspaper and magazine pages, on the radio or television on these issues that affect their lives. The internet and electronic forums such as the Nigeria-AIDS forum is another avenue to achieve this.

Whistle-blowing: Ensuring transparency and accountability in our responses to AIDS is another role we can play. We hear daily about thousands and sometimes, millions of dollars being budgeted for anti-AIDS work, but we never get to monitor how such monies are spent. We need to ask questions on the amount of money that is spent flying in consultants every year or convening conferences in five-star hotels when in towns and villages across Africa, children are being born already HIV-infected, and nobody is doing anything to alleviate this. But whistle-blowing is not only about money, it is about process. The media owes a duty to put HIV/AIDS policy and implementation process issues in the public arena. This is a common fight and we as journalists cannot afford to be mere reporters. (*From keynote address*)

Fisher, J. (1998) *Nongovernments: NGOs and the political development of the third world*, West Hartford, CT: Kumarian Press.

The NGO sector has grown rapidly, and gained increasing influence, over the last 50 years – but what are NGOs, how exactly do they interact with other stakeholders, and to what effect? This book provides an overview of current NGO typologies with description of how these organisations have cooperated with or influenced political systems around the world.

Fisher looks at the ability of NGOs to contribute to environmentally sustainable development, examining their relationships with governments and considering how these relationships may become politically sustainable as well. The rise of NGOs has coincided with increasing inability of the nation-state to deal with accountability, lack of knowledge and corruption. Fisher looks at partnerships between intellectual elites and common people, identifying a distinction between members-serving grassroots organisations (GROs) based in local communities, and nationally or regionally based development assistance organizations – grassroots support organisations (GRSOs). The book examines the vertical linkages between GROs and GRSOs, and the horizontal linkages within these groups (GRO networks, and GRSO networks). Fisher suggests that these same four types of NGOs – GROs, GRO networks, GRSOs and GRSO networks – have emerged at same time all over Africa, Asia and Latin America. She concludes that the political relationship between NGOs and government is often preconditioned by political context, but that this relationship can change over time. Fisher identifies three key factors for strengthening NGO ability to influence policy:

- Financial autonomy – assistance in fundraising and financial management, reform to the aid process.
- A mass base – focus on horizontal grassroots networking, support for three way linkages among policy-makers, NGOs and grassroots.
- Capacity-building led by southern NGOs.

Flyvbjerg, B. (2001) *Making social science matter: why social inquiry fails and how it can succeed again*, Cambridge, UK: University Press.

This book examines the kind of knowledge which social science can generate and how it make the best contribution to the world at large. It examines the perspectives of central figures in the discipline, including Plato, Aristotle, Habermas, Bourdieu, Foucault and Nietzsche, and draws together a narrative of their work to arrive at methodological guidelines for making social science useful. In terms of understanding how CSOs can use evidence to influence policy, it provides a useful clarification of how different kinds of evidence are rooted in the contexts which generate them, and how this conditions the way that evidence can be used.

Flyvbjerg interprets **Aristotle's** typology of intellectual virtues to argue that social science should be led by 'phronesis'. Aristotle identifies three ways to use knowledge:

- **Episteme:** scientific knowledge. Universal, invariable, context independent. Based on general analytic rationality.

- **Teche:** craft/art. Pragmatic, variable and context dependent. Oriented around production. Based on practical instrumental rationality governed by a conscious goal.
- **Phronesis:** ethics. Deliberation on values with reference to praxis. Pragmatic, variable and context dependent. Oriented towards action. Based on practical value-rationality.

Phronetic knowledge is often context-specific and 'requires experience'. It is primarily about value judgements, not producing things. Flyvbjerg argues that social science should aim to 'hold up a mirror to society to encourage and facilitate reflexivity', choosing Bellah et al.'s *Habits of the heart* text as a classic example. Civil society groups may use episteme, teche or phronesis, but most definitions, in emphasising their role as a counterweight to the state imply they are primarily oriented around phronesis.

Foucault shared Aristotle's view of phronesis, judging it to be 'practical reason' which 'permits one to chase away false opinions and make good decisions'. Foucault asserted that 'power is exercised rather than possessed', and warns against studies of influence which try to identify the 'headquarters' of power. According to him, 'power is not an institution, and not a structure; neither is it a certain strength we are endowed with; it is a name that one attributes to a complex strategic situation in a particular society'.

So, CSOs do not 'have' power to influence policy processes because of the way their organisations are made up – what is important is the way their organisations are positioned, relative to others. To understand the influence of civil society organisations, we must focus on process, not structure. While institutions constitute privileged observation points, the sources of institutional power must not be explained in terms of institutions, as this is a kind of circular reasoning. Instead, one must analyse the power of institutions from the perspective of power relations – where the fundamental point of anchorage in the relationships, even if they are embodied and crystallised in an institution, is to be found outside the institution.

Foley, M. and B. Edwards (1998) 'Beyond Tocqueville: civil society and social capital in comparative perspective', *American Behavioral Scientist*, special issue 42(1): 5–20.

This article is an introduction to *American Behavioral Scientists*, second collection of essays in a two-part series on civil society and the social capital debate. It sketches the history of the notion of civil society, particularly as that term has become current in contemporary debates. The modern notion of 'civil society' arose at the dawn of the liberal state in efforts to rethink the bases of social order over against the claims of both absolutism and important versions of modernity to establish a direct relation between state and citizenry. Eclipsed in the 19th century by notions of class conflict, constitutional order and the democratic state, it emerged anew in the 1970s in critiques of the totalitarian state in Poland and elsewhere in Eastern Europe, in Western Europe among critics of the welfare state, and in Latin America in the course of struggles against the military dictatorships of the day. This article discusses the different approaches in addressing the role of civil society. Each of these approaches raises different expectations about the role of civil society in modern polities and different questions about how state and society interact. The article also examines how the notion of social capital became entangled with that of civil society and summarises the debate surrounding social capital. (From *PovertyNet*)

Fox, J. (2001) 'Vertically integrated policy monitoring: a tool for civil society policy advocacy', *Nonprofit and Voluntary Sector Quarterly* 30: 616–27.

Effective independent civil society monitoring of public policy processes requires 'vertical integration' to monitor different elite actors simultaneously. Vertical integration refers here to the coordination of policy monitoring and public interest advocacy efforts across different 'levels' of the policy process, from the local to the national and transnational arenas. Systematic, coordinated monitoring of the performance of all levels of public decision-making can reveal more clearly where the main problems are, permitting more precisely targeted civil society advocacy strategies. Because policy-makers' information about actual institutional performance is very limited, rarely field based, and drawn mainly from interested parties (especially in the case of large-scale, decentralised social programmes), the resulting information gap creates opportunities for advocacy groups to use independent monitoring to

gain credibility and leverage. This article, written originally for a Mexican activist audience, explores the implications of this approach in the context of civil society efforts to monitor and influence World Bank projects. (*Author's abstract*)

Friedland, L., M. Sotirovic and K. Daily (1995) 'Public journalism and social capital: the case of Madison, Wisconsin' in E. Lambeth, E. Thorson and P. Meyer eds (1997) *Assessing public journalism*, Columbia, MO: University of Missouri Press. Online at: www.cpn.org/topics/communication/wisconsin.html#public

Public journalism has expanded from a handful of experiments in 1990 to more than 100 projects nationwide in 1996 and the number is constantly growing. Now, as public journalists in newsrooms across the country move beyond projects, they will simultaneously turn inward – to ask how public journalism can become more firmly established in news routine – and outward toward the communities with whom they collaborate in the reconstruction of public life. The concept of 'public life' has been at the centre of the writings of James W. Carey and Jay Rosen, public journalism's most prominent theorists, and Davis 'Buzz' Merritt, its best known practitioner. Public life, then, for Carey is a normative ideal to be counterposed to a cynical concept of democracy in which only power counts. The understanding of public life articulated by public journalism's theorists is deeply influenced by theories of deliberative democracy. The emphasis on deliberation that runs throughout much of public or civic journalism is reflected in the fact that virtually every major public journalism project began as an effort to improve deliberation, through the formation of citizen's agendas, candidate debates with citizen panels, town hall meetings, or deliberative opinion polls. The authors see this pattern repeated, with some variation, in each of three core cases of public journalism: Wichita, Charlotte and Madison. The authors outline each of these cases in detail.

The authors argue that a problem-solving orientation that moves beyond pure deliberation, or the identification of problems, will have to involve citizens in developing their own solutions to community problems. And this is an active role for which news organisations, public journalism oriented or otherwise, are generally not prepared. (*Adapted from author's abstract*)

Fukuyama, F. (1995) *Trust: the social virtues and the creation of prosperity*, New York: The Free Press.

In this book, the author showed that the human historical process had culminated in a universal capitalist and democratic order. The end of the Cold War marked the end of ideological politics and the beginning of a struggle for position in the rapidly emerging order of 21st century capitalism. Yet despite the historic convergence of economic and political institutions throughout the world, we still see a great deal of social and cultural turbulence, not only in the West but in the emerging liberal states of Asia and Latin America. Now that Marxist economics and social engineering both have been discredited, the author asks, what principles should guide us in making our own society more productive and secure?

The author contends that the American problem starts with a failure of Americans to perceive their own society, and its historical communitarian orientation, correctly. Part I addresses this failure, beginning with a discussion of why recent arguments among certain thinkers miss a critical point about the cultural dimension of economic life. The remainder of this part defines more precisely what is meant by culture, trust, and social capital. It explains how trust is related to industrial structure and the creation of those large-scale organisations vital to economic well-being and competitiveness. Part II and III deal with two major bridges to sociability, the family and non-kinship-based communities, respectively. There are four 'familistic' societies detailed in Part II: China, France, Italy and South Korea. In each, the family constitutes the basic units of economic organisation; each has experienced difficulties in creating large organisations that go beyond the family, and in each, consequently, the state has had to step in to promote durable, globally competitive firms. Part III examines Japan and Germany, both high-trust societies, which, in contrast to the familistic societies of Part II, have had a much easier time spawning large-scale firms not based on kinship. Not only did such societies move early to modern professional management, but they have also been able to create more efficient and satisfying workplace relationships on the factory floor. Part IV discusses the complicated problem of where to locate the United States in the spectrum of low and high-trust societies. Where the American

art of association came from, and why it has been weakening, are the chief issues taken up in this part of the book. Finally, Part V draws some general conclusions concerning the future of global society and the role of economic life in the broader scope of human activity. (*Adapted from PovertyNet*)

Gaventa, J. (1999) 'Crossing the great divide: building links and learning between NGOs and community based organizations in North and South' in D. Lewis (ed.) *International perspectives on voluntary action: reshaping the third sector*, London: Earthscan.

This chapter uses the example of one particular NGO, the Hylander Research and Education Centre based in Tennessee, USA, to demythologise the distinction between North and South. Working in poor communities in the rural south and Appalachian regions, Hylander essentially works with the 'South within the North'. The article documents its efforts to make tangible linkages in the problems and experience encountered here, and those within 'traditional' Southern NGOs.

Bridges have been built between these two groups through international workshops and joint projects. The article tracks the emergence of participatory learning and action methods, joint working on pollution problems, and problem of representation – asking who can be said to represent the North. Gaventa suggests that powerful learning exchanges can take place when participants gain recognition of commonalities between their situations. The United States is seen as a symbol of power and wealth, but it is important to understand that it has similarities with the South as well as differences, as a first step to learning together.

Gibbon, P. (2001) 'Civil society, loyalty and globalization in rural Tanzania: a forty-year perspective', *Development and Change* 32, 819–44.

This paper investigates the emergent properties of civil societies in less developed countries (LDCs), the changing significance of the 'local' and the 'global' within them and the underlying sources of transformations by comparing and contrasting the character of rural civil society in northern Tanzania in the 1950s and 1990s. Through a restatement of the Hegel-Young Marx position on civil society, the author investigates the problems and positions of current literature on civil society. Using past and contemporary political-administrative geography, the author documents the changes in the rural civil society of northern Tanzania in light of these positions. In the late 1950s the landscape of the region was layered in accordance with the basic administrative division of the indirect rule system of chieftaincies and tribes. However, major changes in the chieftaincy-level civil society landscape came by means of primary cooperative societies (PCSs) in cotton growing areas, the heightened role of neighbourhood-based courts, and informal parliaments. At the tribal-level of civil society, new cooperative unions and tribal unions/associations changed the landscape of civil society. These unions fell not under the indirect rule institutions but within the colonial state's central system, thereby encouraging an intimate relationship between unions and the colonial state. By the late 1990s the indirect rule system and its chieftaincies had been abolished and provinces, regions and districts became the new political geography. While less stated-guided systems existed (such as clans, lineages, labour groups, dance societies and informal credit groups), they were not articulated into the public sphere at this time. However, with the 1990s came the reformation of cooperative unions and PCSs as well as community development groups (CDGs). Thus the transformation seen in rural civil society in northern Tanzania was towards a dominant local identity, in direct contrast with what is common in the literature on civil society whereby local aspects are identified as pre-civic or as retrogressive reactions to globalisation. To this end, globalisation, if not bearing on the identity of locality, supplies new public narratives that become adopted by the elite but then propagated in modified forms within LDCs.

Gibelman, M. and S. Gelman (2004) 'A loss of credibility: patterns of wrongdoing among non-governmental organizations', Paper presented to ISTR Sixth International Conference on Contesting Citizenship and Civil Society in a Divided World, Ryerson University and York University, Toronto, Canada, 11–14 July. Online summary at: <http://atlas-conferences.com/c/a/1/61.htm>

This paper reports on a study conducted of international press reports of non-governmental human service organisations (NGOs) in which alleged or documented cases of wrongdoing were revealed. The analysis augments and builds upon a study conducted in 2000, in which the two authors, by means of content analysis, identified themes and implications arising from publicised incidents of alleged NGO wrongdoing for the time period 1998–2000. The current study updates the 2000 study for the period 2001–03. This study is grounded in an empirical investigation of the governance and management structures which aid or impede the public image of NGOs and which point to accountability issues that affect the credibility of civil society organisations worldwide.

In the watchdog role of the press, newspapers consistently uncover and publicise 'scandals' regarding the governance and accountability failures of NGOs. In their 2000 study, the authors identified a number of issues and trends in governance and management among NGOs involved in the financing of medical research or delivery of health and human services. These included failure to supervise operations, improper delegation of authority, neglect of assets, failure to ask the 'right questions', lack of turnover of board members, lack of oversight of the chief executive officer (CEO), failure to institute internal controls, absence of 'checks and balances' in procedures and practices, and isolation of board members from staff, programmes and clients. (*Extract from introduction*)

Gladwell, M. (2000) *The tipping point: how little things can make a big difference*, London: Little, Brown and Company.

This journalist's analysis of what makes social epidemics happen draws on history, marketing research and psychological studies. His main point is that small features can 'tip' a small trend into a huge craze. A few individuals can make a big difference if they have the necessary qualities. The following characters are usually key:

- **Connectors:** networkers. They know to whom to pass information and are respected, so will have influence on key players.
- **Mavens:** Information specialists. They acquire information and then educate others (a personality type that is considered indispensable in marketing).
- **Salesmen:** Powerful, charismatic and, most importantly, persuasive individuals. They are trusted, believed and listened to where others would be ignored.

Tiny adjustments to information, whether conveyed in an advertisement or television programme, can make all the difference to what the author calls the 'stickiness factor'. He points to psychological research that shows that most people can remember up to seven-digit numbers but no more, that the presenters make a bigger impression if they outline no more than three points, and that organising more than 150 people to work effectively is an uphill struggle. Different presentations stick for different audiences and only piloting it will reveal how they will react; pre-school children loved the mixture of fantasy animals and real people in Sesame Street despite psychologists' predictions that they would find it confusing. Finally, the author describes the 'power of context': small environmental changes can have a big impact of people's behaviour, e.g. crime dropped dramatically in New York following a campaign to get rid of graffiti in the subway.

Goodhand, J. and D. Hulme (2000) *Peace-building and complex political emergencies*, Working Paper 12, Manchester: IDPM, University of Manchester. Online at: www.sed.manchester.ac.uk/idpm/publications/archive/cpe/

Fifty-five countries are currently in the grips of violent conflict, according to the UN. Can NGOs hope to contend with the massive forces fuelling complex political emergencies? Are NGOs equipped to move beyond traditional roles as providers of humanitarian relief to become promoters of peace? And how are they faring in the 'grey area' between relief and development?

This University of Manchester working paper draws on the experience of agencies in Afghanistan, Liberia and Sri Lanka to suggest ways that NGOs and donors can strengthen their contribution to peace-building. There are examples of good practice to draw on. Where, despite conflict, there is still a functioning state and dynamic civil society (as in Sri Lanka) the space for NGO engagement in advocacy and community-based conflict mediation can be significant. NGOs in Sri Lanka have played a key role in building a pro-peace constituency.

Even in contexts of chronic political instability, NGOs have been successful in human rights monitoring, demobilising child and adult ex-combatants, trauma counselling, constitutional and judicial reform and fostering local leadership. While violent conflict reigns, NGOs can muster holding operations, providing support for civil society and sheltering the peace entrepreneurs who can diffuse ideas and transform social structures. *(From ID21)*

Grassman, E. and L. Svedberg (1996) 'Voluntary action in a Scandinavian welfare context: the case of Sweden', *Nonprofit and Voluntary Sector Quarterly* 25(4): 415–27.

The purpose of this article is to present some characteristics of the Swedish voluntary sector. After a general overview, two aspects of Swedish voluntary sector activities are presented to illustrate these points: the high level of volunteerism of the population and the particular character and role of voluntary organisations in the field of social care. Two surveys – the national omnibus survey and the comparative Eurovol Study – made it possible to study the voluntary action of the Swedish people from different perspectives and for the first time. Contrary to preconceived ideas about volunteerism in strong welfare states but in accordance with what might be expected in a country with a popular movement tradition and high levels of membership, Swedish volunteerism turned out to be extensive.

The studies conducted by the authors give a complementary and multidimensional picture of the role of the Swedish voluntary sector, including the part engaged in social care. Rooted in traditions of popular mass movements and strongly characterised by a high rate of membership and a high degree of non-professional and unpaid activities, the sector emerged as both extensive and weighty, albeit with a specific kind of Scandinavian-styled composition and character. High levels of volunteerism in the population, higher than in many other comparable countries, is one important indicator of this particular character as well as an additional indicator of the scope of the sector. Strong and extensive in such areas as sports, trade unions and culture, voluntary organisations do not play a key role in the provision of health care and social services in core areas of welfare state. Many organisations do, however, play a supplementary role to state services in several social areas and in a few areas even play a key role. The blurred boundaries between advocacy work, lobbying, social gatherings, and actual social care in a majority of organisations are a distinctive characteristic of this part of the Swedish voluntary sector. Voluntary work seldom consists of pure service provision but is conducted according to the traditions of popular mass movement. *(Adapted from PovertyNet)*

Greenspan, I. (2004) 'Mediating Bedouin futures? The roles and influence of NGOs in the conflict between the State of Israel and the Negev Bedouins'. Paper presented to ISTR Sixth International Conference on Contesting Citizenship and Civil Society in a Divided World, Ryerson University and York University, Toronto, Canada, 11–14 July.

An increasing involvement of NGOs in policy-making has been witnessed in Israel in recent years (Yishai 2003; Ziv and Shamir 2000), yet its impact is ambiguous (Ben Eliezer 1999). Building on literature and field research, this paper focuses on three major themes. First, it reviews the increasing participation of advocacy NGOs in Bedouin affairs, specifically the advocacy efforts of NGOs in legalising currently unrecognised villages and their efforts of achieving civil rights and obtaining some basic services and amenities for Bedouin villages. Secondly, the paper investigates strategies that NGOs use to influence policy-making and third, it evaluates of the effectiveness of NGOs networks and coalitions established to achieve these aims.

The Negev Bedouin are a minority group of semi-nomadic people who reside within the State of Israel. They consist of two subgroups: approximately half of them settled – voluntarily or forcefully – in seven state-planned towns. Official state policy has attempted to concentrate all the Bedouin in urban state-planned towns, but has failed to do so in the case of the other half of the Bedouin population, which

continues to reside in scattered villages across the Negev desert. These clusters of villages are sited on lands where the Bedouin claim ownership based on ancestral rights. The State of Israel, however, refuses to recognise Bedouin land claims as well as their existing villages since the Bedouin lack legal documentation in support of their claims, and as the state policy is backed up by a strong Zionist ideology.

The paper analyses and compares several cases of NGO involvement in planning issues at local and regional levels in the unrecognised villages. It examines some successful and unsuccessful advocacy efforts of NGOs, like the efforts that resulted in legitimising the village of Darijat hitherto unrecognised, and the actions taken as part of the Metropolitan Be'er Sheva official plan. The paper concludes with the argument that despite sincere efforts of most NGOs and ensuing successes, the crux of the conflict – the land ownership dispute – has thus far been neglected. The question as to whether NGO participation can advance a real shift in future public policy-making – in Israel in general and in the State of Israel-Bedouin relations in particular – is yet to be determined.

Grugel, J. ed. (1999) *Democracy without borders: transnationalism and conditionality in new democracies*, London: Routledge.

Including empirical data from Africa, Europe, and Latin America, this book looks at the role of non-state actors in the increasing web of transnational networks, and their influence on global politics. Focusing on civil society organisations which have been involved in developing democracy, the chapters include regional studies of the changing nature of civil society in East Central Europe, and the role of European NGOs in democratisation in Latin America.

The central theme is that the role of civil society organisations has expanded in adverse proportion to the influence of the state. By this definition, civil society organisations are intrinsically linked to the advancement of liberal democracy. Since the end of the cold war, Grugel argues that the state system has been eroded by globalisation, and allowed NGOs to emerge as a kind of 'international civil society'. Civil society organisations and NGOs face structural pressures which limit their effectiveness both at state level and transnationally, and the book explores how regional contexts shape civil society influence. Grugel examines the political factors, governance and history which influences how civil society organisations form and the concerns they express. She concludes that no matter how globalised the world becomes, CSOs which are well positioned regionally and nationally will continue to be crucial if global civil society is to have policy influence.

Guijt, I. and J. Gaventa, edited by G. Barnard (1998) 'Participatory monitoring and evaluation: learning from change', *IDS Policy Briefing Issue 12 November*. Online at: www.ids.ac.uk/ids/bookshop/briefs/brief12.html

Development organisations need to know how effective their efforts have been. But who should make these judgements, and on what basis? Usually it is outside experts who take charge. Participatory monitoring and evaluation (PM&E) is a different approach which involves local people, development agencies, and policy-makers deciding together how progress should be measured, and results acted upon. It can reveal valuable lessons and improve accountability. However, it is a challenging process for all concerned since it encourages people to examine their assumptions about what constitutes progress, and to face up to the contradictions and conflicts that can emerge. (*From summary*)

Hadenius, A. and F. Ugglå (1996) 'Making civil society work, promoting democratic development: what can states and donors do?', *World Development* 24(10): 1621–39.

The authors develop a clear definition of civil society that is presented in the context of it in relation to fostering democratic stability and performance. Civil society is viewed to consist of 'the public space between the state and the individual citizen' which has an 'organized and collective form' based upon 'bonds of affinity and cooperation'. Civil society then expresses itself whenever people join together to pursue common objectives. While external factors shape the organisations as they are formed, the initial impetus to organise is an internal process based upon 'the evolution of cooperation and trust among citizens', which differs widely among groups. The creation of groups can set into motion a self-

reinforcing process of expanding social networks both in terms of numbers of organisations and in scope of missions and purposes. The relation of civil society to political democracy is supported when it exhibits the following characteristics: 'organizational plurality and autonomy, a democratic structure, a broad popular base, and an open recruitment of membership'. The authors discuss in turn the organisation of civil society, its relations to the state and its relations to donors interested in strengthening it. Finally, conclusions are presented as well as recommendations for providing support to organisations in the civil society sector. Concepts of 'social energy' as developed by Hirschman are aligned with Coleman's 'social capital' to help analyse ways in which civil society can be assisted. Hirschman notes that even failures to organise provide an increased likelihood that future attempts will be successful. Success then breeds more success an increased expansion of the social area which is covered by organisations and activities of collective action. The skills and norms necessary for cooperation are practiced and reinforced which in turn increases the general level of trust and sense of community, thus increasing social capital stocks. The role of social capital as it exists within organisations, existing social structures, and primary groups and kinship is examined as to who it impacts internal structure of groups and how it affects group performance. A typology of civil society state relations is detailed to show not only how civil society is impacted by political regimes but also to identify the ways in which civil society can be constructively engaged and supported under various situations. A large number of diverse examples of the interplay of civil society and the state are presented. Donor roles are examined in light of these various relations. Both sections focus on the difficulties inherent in supporting civil society organisations in such a way that the characteristics which make them both unique and valuable such as their democratic structure, plurality and autonomy are maintained. (From *PovertyNet*)

Haynes, J. (1997) *Democracy and civil society in the third world*, Cambridge, UK: Polity Press.

Looking at 'Action Groups' as popular political, social and economic movements in third world societies, and focusing on poor and marginalised groups within developing countries, the author argues that demands for democracy, human rights, and economic change were a widespread catalyst for the emergence hundreds of thousands of popular movements in Latin American, Africa, and Asia, including those of indigenous peoples, environmental movements, women's movements and Islamist action groups. These emerging popular organisations can be regarded as building blocks of civil society that will enhance the democratic nature of many political environments. The author speculates on the likelihood of their survival once the regimes under whose jurisdiction they must live manage to exert control.

The action groups he looks at share three characteristics: they are always defensive in orientation; they are concerned with strategies for the long-term defence of sources of livelihood or enhancing the socio-political position of subordinate groups; most are in the short term unable to attain their goals, often because powerful interest groups prevent them. They are part of civil society, contributing to the slow emergence of democratic processes. The central argument is that 'action groups' are important components of emerging civil societies in the Third World – in other words, they are contributing to the emergence of democracy.

Hearne, J., M. Robinson, P. Burnell and N. Bazarraa (2000) 'Civil society and democracy assistance in Africa' in *Contemporary civil society and the democratisation process in Uganda: a Preliminary exploration*, Democracy Assistance: International Cooperation for Development Working Paper 54, Kampala: Centre for Basic Research.

What impact does foreign aid have on civil society organisations in Africa? Exploring changes in organisational capacity and CSO ability to influence government policy and legislation, recent research asks: what are the key motives and approaches of aid donors in supporting civil society? What is the nature of CSOs in their domestic setting? What is the extent of their influence on government policy?

Despite its growing prominence in aid policy, aid to civil society accounts for a small but growing share of overall donor assistance. Few donors have a rigorous definition of civil society or clear rationale for the types of organisations they support. Democracy assistance programmes are geared mainly towards the attainment of short-term results rather than building capacity to enhance policy influence.

Few interventions have the potential to be sustainable in the absence of donor support. Key research findings are:

- Aid donors can provide a valuable source of support to African CSOs with limited access to material resources and vulnerable to government control and repression.
- The main objective of the donor is to strengthen the institutions of formal democracy and instil the values of economic liberalism. Civil society assistance is primarily geared towards the creation of intermediary institutions supportive of political pluralism and a market-based economy.
- Most CSOs working to promote democracy in Africa, especially those lacking a mass membership or the capacity to generate internal resources, are heavily dependent on foreign funding. Financial dependence can erode their credibility and autonomy in the absence of mechanisms to ensure internal accountability and strengthen resource mobilisation.
- CSOs in Africa have limited capacity to influence government policy and effect changes in legislation. Donor assistance strengthens the influence of organisations with privileged access to policy-makers by virtue of their political acceptability and support for official policy priorities.
- CSOs successfully influence public policy when they have a secure resource base, when supportive legislation subjects them to minimal regulation, and when opportunities are created for structured consultation and dialogue. *(From ID21)*

Hobley, M., N. Kanji and G. McGranahan (2004) 'Ways of working for sustainable development: IIED's experience', Discussion Document for IIED.

IIED works at the crossroads of policy, research and advocacy, with the aim of furthering sustainable development internationally. But to what extent does IIED really contribute to this ambitious goal? An obvious, but ultimately unsatisfactory way to answer this question would be to focus solely on the outputs and outcomes of IIED's work, and assess their impacts. This would be unsatisfactory because the impacts of individual outputs and outcomes are often impossible to judge, and because, in a perverse way, requiring an organisation like IIED to demonstrate its impact would be likely to reduce its effectiveness. A less obvious but more satisfactory approach is to focus on the ways IIED claims to be working, whether these are the most effective ways for IIED to work towards achieving its goals, and whether IIED is indeed working in these ways. This paper represents a first step in this latter approach. *(From introduction)*

Howell, J. and J. Pearce (2001) *Civil society and development: a critical exploration*, Boulder, CO: Lynne Rienner Publishers.

This book suggests that civil society should be considered as 'an intellectual space for critical thought and action on how our world can meet everybody's needs'. When civil society organisations are locked into a dichotomy against the state, their potential to participate in policy formulation is reduced, and they are often sidelined to implementation, opinion-forming and watchdog roles. By exploring the relationship between civil society and the market, not between civil society and government as many others have done, brings a focus to 'the policy process' as a non-linear course of action, not as a planned strategy.

Howell and Pearce critically examine the engagement of donor agencies with civil society, arguing that the projects to 'strengthen civil society' often reduce the concept to a depoliticised technical tool which can, paradoxically constrict intellectual and political space. Simplistic assumptions about the relationship between civil society, free markets and democracy need to take account of local realities.

It asks whether donors over-emphasise the role of civil society as a democratic force against oppressive states, arguing that defining CSOs against states detracts attention away from the importance of CSO relations with markets and corporate capital. Using case study material from post 1978 China, Howell and Pearce suggest that donors encourage the illusion that civil society is harmonious and can only ever act as a force in favour of the liberal model of capitalist development and democracy.

Hudock A. C. (2000) 'NGO's seat at the donor table: enjoying the food or serving the dinner?', *IDS Bulletin* 31(3): 14–18.

This article argues the case for three types of reform that would enable the relationship between NGDOs and their official donors to move closer to that predicated on 'partnership' – a relational condition that, despite public rhetoric and policy pronouncements, too seldom exists today. Barriers to partnership exist because of, among others, donor preference for contracting, cut-backs in their field staff and reporting requirements that orient NGDO accountability away from intended beneficiaries. Without substantial reform, the supposed greater presence and capability of NGDOs will not translate into structural influence on the mainstream of aid system behaviour. Unless donor institutions change, NGDOs will remain servers rather than diners at the donor dinner table. (*Author's abstract*)

Hudson, A. T., D. Young, B. Koenig, A. Najam and J. Fisher (1999) 'Making the connection: legitimacy claims, legitimacy chains and Northern NGOs' international advocacy' in D. Lewis and T. Wallace eds (2000) *New roles and relevance: development NGOs and the challenge of change*, West Hartford, CT: Kumarian Press. Online at: www.alanhudson.org.uk/wallace.pdf

Are NGOs suited to advocacy? Traditionally, NGOs have been involved in hands-on development work, but in an effort to increase impact, UK NGOs are shifting towards advocacy and policy work. How do they grapple with issues of legitimacy, accountability, governance, and evaluation? Do they need to strengthen links between their operational activities and advocacy work, and mainstream advocacy within their overall activities?

Civil society groups are increasingly important and prominent players in international development. Being international can provide a privileged perspective on the links between national and international policy decisions and on-the-ground developmental impacts. Research by the Open University exploring how NGO operational experience informs advocacy found that:

- Within NGOs the role of advocacy is often poorly understood, with tensions arising around its relationship to marketing, fundraising and more traditional development work.
- NGOs enjoy good relations with the UK Department for International Development (DFID) although there are some concerns about NGOs' independence and autonomy.
- 'Legitimacy' is often used as a synonym for accountability, representation, effectiveness and expertise, making 'legitimacy debates' less than clear.
- NGOs claim legitimacy for their advocacy from a variety of bases. Only 10% of the NGOs examined claim to 'represent' the South, but legitimacy is most often claimed on the basis of links to, and experience in, the South.
- NGOs remain weakly accountable to the Southern groups whose interests they claim to promote.
- While some effort is being made to develop suitable evaluation methodologies, most NGOs conduct very limited evaluations of their advocacy. (*From ID21*)

Hulme, D. and M. Edwards (1997) *NGOs, states and donors: too close for comfort*, Basingstoke: Macmillan.

In promoting a 'New Policy Agenda', bilateral and multilateral donor agencies are keen to finance non-governmental organisations (NGOs) and grassroots organisations (GROs) on the grounds of their economic efficiency and contribution to 'good governance'. This paper reviews the impact of this trend on NGO/GRO programming, performance, legitimacy and accountability. It finds that much of the case for emphasising the role of NGOs/GROs rests on ideological grounds rather than empirical verification. In addition, though the evidence is inconclusive, there are signs that greater dependence on official funding may compromise NGO/GRO performance in key areas, distort accountability, and weaken legitimacy. (*Author's abstract*)

Hutanuwatr, P. and J. Rasbach (2004) 'Engaged Buddhism in Siam and South-East Asia', Case study for WFDD, Birmingham.

In South-East Asia, development has taken a western secular route focusing on economic growth without adequate consideration for environmental sustainability, social justice, cultural diversity and spiritual well-being. This approach has created great suffering among the people in these countries, many being traditional Buddhist societies. A response to this suffering is an emergence of a socially engaged Buddhism, a frame of reference that is a critical embrace of traditional values and cautious critical selection and integration of appropriate values from modernisation. It is an attempt to renew ancient wisdom using Buddhism as a guideline to confront contemporary suffering in an inclusive way. It advocates changing one's consciousness side-by-side with transforming structural violence in society.

This paper looks at the conditions that led to the formation of engaged Buddhism and focuses on South-East Asia, especially Siam, using several initiatives inspired by Buddhadasa Bhikkhu and Sulak Sivaraksa. Both are renowned Buddhist intellectuals and practitioners and regarded as the founding fathers of the Engaged Buddhist Movement in Siam. (*From introduction*)

Hyden, G. (1997) 'Civil society, social capital, and development: dissection of a complex discourse' *Studies in Comparative International Development* 32(1) 3–30.

This paper examines the ongoing intellectual discourse on civil society and related concepts in political science, other social science disciplines as well as among policy-makers and practitioners. It is suggested that there are four prominent philosophical lineages going back to the 19th century from which most of the contemporary debate draws its inspiration. There are at least four major schools or approaches to the study of civil society, social capital and development that compete for recognition. Attention is paid to the need for analysing these issues, not only at the national but also the associational and global levels.

Civil society is both a means and an end. It is there to keep the state in check and influence policy. But, as a potential reservoir of civic values, it must be kept alive to provide room for those ideas and interests that are not being incorporated by the state. Civil society is needed, therefore, to cater for those whose place at the state table is not reserved. As such, it encourages people to act autonomously to achieve their goals, thereby contributing to the creation of social capital. Although we still do not know exactly how civil society contributes to development, there is enough evidence in the materials already published to indicate that it does so. What we need to recognise, however, in order to understand this contribution better is how different regimes create different conditions for the role that civil society plays. The way state civil society relations are organized effectively shapes this role. By treating regime as a causal variable, our understanding of civil society can be enhanced. (*Adapted from author's abstract*)

Hyden, G., J. Court and K. Mease (2004) *Making sense of governance: empirical evidence from sixteen developing countries*, Boulder, CO: Lynne Rienner Publishers.

As part of a broader study of governance issues in 16 developing countries, the study highlights how civil society has acquired a new significance with a growing interest in participatory forms of development and the idea that institutions outside the state are also important contributors to social and economic advancement. Defining civil society as the arena where the private becomes public and the social becomes political, the extent to which civil society is an integral part of policy-making is an important factor in national development. More broadly, the rules in the civil society arena are important for how people perceive the political system at large.

This paper presents the findings for the civil society arena in 16 developing countries, finding that the civil society arena is generally considered to be quite open in the countries included in our study and it has recorded a solid improvement in recent years. In this respect, democracy has scored a victory. Not everything, however, is fine. Comments by respondents indicate that in many countries there is still a tendency for governments to arrest or intimidate citizens who propagate views different from those in power. It is also clear that in many countries there is discrimination in the public arena. While

civil society may be vital, there is a general impression that public input into policy is still quite limited. Many governments simply do not provide an environment in which such input is facilitated.

The discussion has interesting implications for research and practice. An important issue for further research is to understand better why a strong civil society does not necessarily translate into increased policy influence. This work suggests two particular lines: first on different forms of social capital and second on the relations between civil and political society. For practitioners, it does seem that investments in civil society made since the late 1980s are beginning to pay off; people can speak out and form groups. But, the work highlights that we cannot continue treating civil society and state as if one is the 'good guy', the other the 'bad guy'. The survey reinforces the argument that the quality of the state reflects the quality of its societal base. It is important, therefore, that efforts to improve governance tackle reforms of the state as part of strengthening civil society. (*Adapted from publisher's summary and WGA Discussion Paper www.odi.org.uk/wga_governance/Docs/Abstracts/Publ_Abs_04.html*)

Ibrahim, S. (1996) 'Reform and frustration in Egypt', *Journal of Democracy* 7(4): 125–35.

The author writes about the current political, social, and economic situation in Egypt. The recent history of Egypt is reviewed from the perspective of four questions: the economy, the social, the political, and the question of the civil society. The author uses these four perspectives to analyse the current attempts at reform in Egypt and the interplay between an oversized autocratic state, Islamic militancy, and the forces of civil society and democracy. The social question is seen as a problem of population growth, income distribution and equity. The author outlines current demographic patterns. These reveal that people are moving to the cities from the countryside – the poor relocating in urban slums. In addition to this, the lower middle class is beginning to feel marginalised. Although well educated by some measures, the skills taught the lower-middle class are not marketable in the labour force. Since there are fewer governmental posts, members of the lower-middle class experience difficulties to find employment. As a result they have become increasingly militant and have been forming alliances with the poor. These alliances have caused a rise in Islamic militancy. The economic question is one of converting state run sectors of the economy into private ownership. The author outlines the history of economic reforms (or the lack thereof) in Egypt. The government has been slow to institute these economic reforms because it does not want to alienate a large portion of the work force. The author describes the current economic conditions, the reasons for lack of economic reforms, and the consequences of the government's reluctance to move swiftly. The political and civil society questions are closely related to one another. The author provides a brief political history of Egypt and the role that civil society organisations (CSOs) have played in the politics of Egypt. CSOs have traditionally been at odds with the government because they support socioeconomic and democratic reforms. The government has been as slow to commit to democratic reforms as it has been to implement economic reforms. Thus CSOs are forming coalitions in opposition to the government, which uses its power to control their actions. This split between the government and civil society in Egypt is seen as a major barrier to reform and development. The thriving associational life and the formation of cooperative organisations are the chief forces for reform in the nation. (*From PovertyNet*)

James, R. (2002) *People and change: exploring capacity building in African NGOs*, Oxford: INTRAC.

People and change is about improving the impact of capacity-building. Based on many years of practical experiences with NGOs, largely in Africa, this book argues that for capacity-building programmes to be more effective we must:

- Better appreciate the complex and highly personal dimensions to organisational change. Capacity-building cannot occur unless people change.
- Understand the culture and context within which the capacity-building takes place and adjust the programmes accordingly.
- Consciously learn from our capacity-building work by taking the monitoring and evaluation of our work much more seriously.

This book is for anyone involved in capacity-building whether as a provider of services, a supporter, a donor or a recipient. Using a mixture of case studies, illustrations from experiences and articles based on reflective practice, *People and change* provides practitioners with ideas, suggestions and challenges to improve the effectiveness of the capacity-building interventions. *(From the publisher)*

Joseph, J. (1998) 'Democracy's social capital: civil society in a new era', Address to the Pretoria Rotary Club, 15 January.

This address takes as its central theme the role that social capital can play in improving the world in the future. The author defines social capital as 'the vast array of ideas, ideals, institutions, and social arrangements through which a people find their voice and mobilise private energies for a public good'. Voluntary activities are a main focus of the speech, although the author links voluntary civil society to the state and private sectors. The author stresses that civic responsibility and volunteerism are necessary components of using our social capital in three areas: providing help to the poor and marginalised, promoting healing for a fragmenting world, and providing hope for those who do not yet enjoy the benefits of new democracies. Voluntary involvement in helping others internalises circumstances for the volunteer: a problem is no longer their problem, but our problem. These types of social connections provide incentive to continue to work for a solution. Another consequence of this type of activity is that it integrates or brings into contact groups that may consider themselves as separate from one another. 'Us' and 'them' become 'we' and social integration is improved and new allegiances are formed. Finally, the voluntary contribution and assistance provide the hope that the marginalised need to believe that they can improve their situation. *(From PovertyNet)*

Juan, L. and N. Prieto (2001) 'Government-civil society interface in poverty alleviation program: the CIDSS experience in the Philippines', Paper presented to ISTR Sixth International Conference on Contesting Citizenship and Civil Society in a Divided World, Ryerson University and York University, Toronto, Canada, 11–14 July.

The Comprehensive and Integrated Delivery of Social Services (CIDSS) centres its strategies on the interface of various sectors that actively participate in planning, implementation and monitoring of CIDSS services. The civil society representing various sectors or people's organisations (POs) interfaced with government to enable them to take part in identifying the solutions to the local problems. Here, the POs served as partners and collaborators in a poverty alleviation program. The CIDSS program started in 1999 in the Province of Bataan, located north of Manila in the island of Luzon in the Philippines. The target areas were depressed barangays (the smallest political units) in the fifth and sixth class municipalities (they are low tax earners) where high poverty incidence and unemployment rate are prevalent and severe malnutrition problem is starkly observed. Surrounding the area are pockets of poor families seen amidst the comfortable villages.

The site of the study is Barangay Sta. Rosa, a barangay that is located adjacent to the town proper of the Municipality of Pilar. Its proximity to the town centre makes it a favourite settling ground for migrants from other provinces, which has led to the proliferation of squatters, thus, contributing to increased unemployment. It is in this community that the government and people's organisations forged partnership together to achieve CIDSS goals, which is primarily to develop capabilities of disadvantaged communities and sectors to undertake activities to address the minimum basic needs of the residents. *(Extract from introduction)*

Keane, J. (2003) *Global civil society?*, Cambridge, UK: Cambridge University Press.

Keane explores the historical origins, present-day meanings and political potential of a global civil society. He tracks the recent development of global civil society as an idea and the contradictory forces currently nurturing or threatening its growth, showing how talk of global civil society implies a political vision of a less violent world, founded on legally sanctioned power-sharing arrangements among different and intermingling forms of socio-economic life. Keane's reflections are pitted against the widespread feeling that the world is both too complex and too violent to deserve serious reflection. His account borrows from various scholarly disciplines, including political science and international relations, to challenge the silence and confusion within much of contemporary literature on

globalisation and global governance. Against fears of terrorism, rising tides of xenophobia, and loose talk of 'anti-globalisation', the defence of global civil society mounted here implies the need for new democratic ways of living. (*Adapted from publisher*)

Keck, M. and K. Sikkink (1998) *Activists beyond borders*, Cornell: Cornell University Press.

This book looks at 'transnational advocacy networks' as a means to build new links among actors in civil societies, states and international organisations, and transform the practice of national sovereignty. The central argument is that these multiply the channels of access to the international system, and blur the boundaries between a state's relations with its own nationals and the recourse citizens have to the international system. The book analyses how this happens by contrasting four historical forerunners to modern advocacy networks with three contemporary cases. The historical and contemporary cases have a number of similarities:

- Centrality of values or principled ideas.
- The belief that individuals can make a difference.
- The creative use of information.
- The employment by non-governmental actors of sophisticated political strategies in targeting their campaigns.

Transnational advocacy networks are characterised by voluntary reciprocal and horizontal patterns of communication and exchange, and can include international and domestic research and advocacy organisations, local social movements, foundations, the media, churches, trade unions, consumer organisations, NGOs, etc. or even part so the executive or branches of government. They have three key strategies for policy influence:

- **The boomerang pattern:** where NGOs are trying to influence State A, but are blocked, and so pass information to NGOs in State B. These NGOs influence State B, which then influences State A. They may also enlist an intergovernmental organisation to help influence state A.
- **Political entrepreneurs:** activists who care enough about an issue that they are prepared to incur significant costs to act and meet their goal. Participation in transnational networks has become an essential component of the collective identities of the activists involved, networking part of their common repertoire.
- **The growth of international contact:** increased air travel and easier communication has simplified personal contact between activists. Cultural shift has created a kind of global public across the world, lots of exchanges and new internationalism in last few years.

How do transnational advocacy networks work?

They must use the power of their information, ideas and strategies to alter the information and value contexts within which states make policies. A typology of network tactics:

- **Information politics:** the ability to quickly and credibly generate politically usable information and move it to where it will have most impact.
- **Symbolic politics:** the ability to call up on symbols, actions or stories that make sense of a situation for an audience that is frequently far away.
- **Leverage politics:** or the ability to call upon powerful actors to affect a situation where weaker members of a network are unlikely to have influence.
- **Accountability politics:** the effort to hold powerful actors to their previously stated policies or principles.

Under what conditions to advocacy networks have influence?

There are five types or stages of network influence:

- Issue creation and agenda setting.
- Influence on discursive positions of states and international organisations.
- Influence on institutional procedures.
- Influence on policy change in 'target actors' – states, international organisations or companies.
- Influence on state behaviour.

Different categories of transnational networks can be separated by their motivations:

- Those with instrumental goals (eg. transnational corporations and banks).

- Those motivated primarily by shared causal ideas (e.g. scientific groups or epistemic communities).
- Those motivated primarily by shared principled ideas or values (transnational advocacy networks).

Knight, B. and P. Stokes (1996) 'Civil responsibility: self-help citizenship' *The Guardian*, 30 October.

This article discusses the decline of civic responsibility in England, the causes of such decline, and the key questions in revive the civic engagement. Evidence from the study conducted by the authors, 'the Deficit in Civil Society, suggests that civic responsibility is in deep decline and has been so for many years. Churches, trade unions, mutual aid associations and other organisations promoting social commitment and cohesion have undergone a dramatic long-term fall in their membership. The authors have identified five main factors that appear to be implicated. These are: the impact of television and consumer electronics; changes in family structures and the role of women; the transformation of charities into service providers; structural unemployment and poverty; and insecurity resulting from instability of market forces. The key questions are: can we breathe new life into the old structures, holding people together around our places of work and workshop, in our neighbourhoods and across our cities in relationships of power? Do we have the capacity and the imagination to organise new forms of social capital and civic engagement that can protect our families, communities, jobs and environment? The answer is a cautious yes. There are signs that new forms of social capital are emerging. The authors are currently undertaking study of 'citizen organising'. This teaches citizenship to thousands of 'ordinary people', particularly those who lack confidence to become participants in local, regional or national public affairs. The movement is built on a constituency of faith organisations, including churches, mosques and temples, and includes some secular representation. The aim is to build a genuine 'broad base' to include as many different kinds of people as possible. The Foundation for Civil Society to address this long-term decline in social capital has been formed. The foundation assumes that a generation of decline in the quality of our civic culture will take another generation to repair. The publications and debates will aim to provide a fertile source of useful thinking and action in the areas of public policy, non-governmental organisation behaviour, corporate responsibility and, above all, in civic engagement. (*From PovertyNet*)

Krishnah, A. and C. Wiesen, G. Prewitt and B. Sobhan co-eds (2000) *Changing policy and practice from below: community experiences in poverty reduction*, New York: UNDP.

This volume of case studies has been put together with the intention of promoting mutual learning among those concerned with advancing civil society solutions for development and poverty reduction. Nine case studies, representing an equal number of projects and countries, have been selected from among a host of instructive and interesting experiences examined by the editors. Each case study leads the reader step-by-step through the various stages of its particular learning experience, elucidating how particular problems were satisfactorily resolved in a specific situation, and providing insights about how similar processes and programmes can be supported in other countries and contexts. All of these cases report relatively recent experiences, mostly gained during a period in the 1990s. The brief analytical framework presented helps to organise these individual experiences and insights.

Krut, R. (1997) *Globalization and civil society: NGO influence in international decision-making*, UNRISD Discussion Paper 83, Geneva: UNRISD.

This report contrasts the way that NGOs can influence policy processes within the United Nations, the World Trade Organization and the International Organisation for Standardisation. The central argument is that NGOs have found it easier to influence the UN, because NGOs make a more obvious contrast and complement to the UN discussions, focused on the dialogue of nation states. Krut argues that: 'the phenomenon of CSOs seeking access to global government is showing they have found responsibility without power; moral but not fiduciary authority'.

NGO influence on the UN

- The rise of non governmental organisations since the 1980s has corresponded to a certain disillusionment with the role of the state and the rise in globalisation.
- Globalisation places strain on normal institutions of political governance: the nation state and United Nations.
- The category 'NGO' was created at the founding of the United Nations, to describe a specific relationship between civil organisations and the intergovernmental process. The connection between the two categories remains; 'I want you to consider this (the United Nations) your home', Former UN Secretary General Boutros-Ghali to NGOs at the 1994 DPI Annual Conference.
- The UN's financial crisis and change in global shifts in power means the UN is in need to allies both to perform its operational tasks and increase its legitimacy and status in the new global power-play: NGOs and CSOs can be these allies.
- While the rhetoric is that CSOs are a guarantor of international and national democracy, NGO access to the UN remains mixed, uneven, with southern NGOs often left out. Finances, governments, and bureaucracy often create barriers.

NGO influence on the WTO

- The WTO and ISO are less open to NGO involvement in decision-making than the UN.
- While the WTO has standard guidelines for relations with NGOs, this says that though these groups are a 'valuable resource', they should not be directly involved in the WTO or its meetings due to the politically sensitive nature of multilateral trade negotiations. It says that NGOs should confine their work on trade to a national level.

NGO influence on the ISO

- ISO restricts NGO participation because of economics and negotiating procedures: The work of the ISO is not seen as NGO business, because voting members are accountable to business interests, not governments with constituents.
- The cost of travel to multiple meetings is prohibitive, and ISO explicitly restricts access of many developing countries.

Improving NGO influence

- Attendance at conferences has been an effective avenue for NGOs, especially at the UN, but NGOs have been more effective when they have taken advantage of new technologies and communications.
- NGOs perceive their successful influence at intergovernmental meetings in the following ways (in descending success): new linkages with NGOs, defining the problem area, contacts with their own government, contacts with UN officials, altering final text of the event, contacts with other governments.
- The most important linkages for NGOs were with their own government delegation – this is mostly done through highly placed and influential individuals who move between NGO, government and multinational spheres.

Kulkarni, P. (2004) 'Ideology mapping: a tool for information asymmetry (funding) and compatibility measurement (networking) in the third sector', Paper presented to ISTR Sixth International Conference on Contesting Citizenship and Civil Society in a Divided World, Ryerson University and York University, Toronto, Canada, 11–14 July.

The complex environment in which the third sector operates makes it imperative to introduce new tools by which organisations can clearly present their ideological framework that encompass their principles, their religious affiliations, their political views etc. Ideology is a set of principles, cultures, unwritten guidelines that form an important element of the institution's organisational setup.

Ideology mapping is the process of objective assessment of an organisation's ideology in specific spheres of interest, e.g. religious ideology, political ideology, ideology towards profits etc. Organisations with similar ideologies can find it easier to network. As ideology mapping is a theme or sector-based process, organisations that align to a particular view in a select sector can collate for collective action. Objective ideology mapping has immense application in the grant-seeking process. Granters are clear regards their ideology and they provide grants to those organisations that fulfil their requirements. Further, they have strict norms regarding the ideologies of the organisations they fund.

On the other hand, grant seekers are often unaware or turn a blind eye to ideological questions. Using the Objective Ideology Mapping Framework, the granter would be able to select candidates for the next round on the basis of best ideological fit, thus preventing an ideological mismatch.

Ideology mapping process:

- Select set of indicators to be classified under the organisation's ideology framework.
- Consider an indicator.
- Break indicator into a set of smaller sub-indicators.
- Use a Likert Scale as well as Binary Logic to prepare question sets on the sub-indicator.
- Based on Y/N Logic assess questions and arrive at the total score for that indicator.
- Scale the score to 10 and plot on a radar map.
- Apply the same procedure to other indicators and arrive at a macro-level indicator.
- Create the Ideology frame with an optimum number of macro indicators.

Lampkin, L. (2004) 'A framework for measuring outcomes in civil society organizations', Paper presented to ISTR Sixth International Conference on Contesting Citizenship and Civil Society in a Divided World, Ryerson University and York University, Toronto, Canada, 11–14 July.

How are citizen-based organisations impacting the problems that they were created to address? Often it is difficult, time-consuming, and very expensive to find out what effects the programmes offered by these organisations really have. The third sector must develop the better tools to help them to be more accountable and to manage better their scarce resources for maximum impact.

For stakeholders in the third sector (practitioners, funders – both government and private, board members, the public that donates money and receives services), information is elusive – with sources such as limited and out-of-date evaluations, complex reports, and meaningless logic models. At the same time, there is increasing pressure on civil society organisations to account for and improve and demonstrate results. This paper aims to address these issues by developing a taxonomy for programme outcomes and indicators for service-based CSOs. (*From introduction*)

Lewer, N. (1999) *International non-government organisations and peace-building – perspectives from peace studies and conflict resolution*, Working Paper 3, Bradford, UK: Centre for Conflict Resolution, Department of Peace Studies, University of Bradford. Online at: www.brad.ac.uk/acad/confres/assets/CCR3.pdf

How can international NGOs (INGOs) integrate peace-building into development and relief work in conflict zones? What are the risks and consequences of mixing relief with peace-building? Can INGOs simultaneously be mediator, arbitrator, advocate, trainer, witness, supporter, counsellor and therapist in fraught circumstances?

A University of Bradford Department of Peace Studies study pulls together lessons from the literature on peace-building and argues that by keeping alight the flame of idealism, INGOs can help individuals and local organisations preserve and nurture memories and knowledge of society free of conflict.

Is it possible to speak of community in times of violence? While it is tempting to think of a community as a homogenous entity with cooperation and shared purpose, this is rarely the case. Most communities in war zones are rife with ethnic, religious and political divisions around access to resources. Are civilians innocent bystanders or perpetrators of violence? In times of conflict, individuals benefiting from the war economy have a vested interest in keeping it going. Local organisations may not want to become involved in peace-building or with INGOs for fear of the political risks.

'Track 2' (T2) diplomacy relates to the little publicised efforts by NGOs to address not only the structural roots of conflict but also the psychological factors driving it. T2 does not assume to malign motivations of individuals and attempts to understand local conflict resolution mechanisms.

Measuring success in building peace is no easy matter. Yet progress has been made in developing indicators to evaluate effectiveness. Concepts of civil society, social capital, social energy and social

fabric are described together with a preliminary list of indicators to measure them. Effective peace-building projects lead to the peacefulness of a community and can be measured against observable and recordable evidence. (From ID21)

Lewis, D. (1998) *Bridging the gap? The parallel universes of the non-profit and non-governmental organisation research traditions and the changing context of voluntary action*, CVO International Working Paper 1, London: CVO/LSE.

Non-governmental organisations (NGOs) based in developed and developing countries are attracting growing interest as providers of research and policy advice. Yet ideas and research findings are rarely shared between the global North and South. Many NGOs are beginning to recognise that in today's 'global village' the causes and symptoms of poverty are increasingly interconnected.

Third sector research (non-governmental, not-for-profit or voluntary, as distinct from government or business sector research) may lose relevance unless it responds to the growing interconnectedness of problems in the North and South. NGOs should also pay more heed to the increasing focus on concepts such as social capital, civil society and social exclusion, which may go deeper than a simple North/South split. A brief review of NGO case studies shows that:

- Ideas from the third sector in the South are now influencing organisations in the North, for example, the Grameen Bank's micro-credit approach.
- Third sector organisations are exchanging ideas between North and South.
- Third sector organisations are also promoting solidarity links between communities in the North and South, for example, the work of the Highlander Institute with low-income communities in both the United States and Mexico.
- Organisations and individuals in the North and South are working jointly on new approaches to development work, including more participatory methods.

Implications for policy include signs that:

- NGO research and problem solving across Northern and Southern contexts is potentially very useful.
- Even so, it is important to acknowledge that there are diverse problems of resource availability and differences in culture.
- Research into how Northern NGOs are run highlights organisational and management issues, such as accountability, governance and formalisation, lessons which could be relevant to capacity-building in the South.
- Research and practice in the South has developed sophisticated approaches to evaluation and participation that could be highly relevant to Northern NGOs. (From ID21)

Lewis, D. ed. (1999) *International perspectives in voluntary action: reshaping the third sector*, London: Earthscan.

This collection of essays forms a comparative study on NGOs and voluntary agencies, contrasting their scope, scale and priorities. The collection contributes to current debates about the relations between the 'North' and 'South', the nature of development, and the tension between theory and practice, by encompassing drawing on a wider range of third sector organisations than is usually considered in straightforward 'NGO' studies.

The introductory chapter examines current literature on NGOs and on 'non-profit' organisations as two parallel research universes. It finds that these two bodies of literature have common ground in their work on accountability, legitimacy, and governance, but that the opportunities for each group to learn about the other are not currently seized upon. Both have similar concerns, but order their priorities slightly differently: in the NGO world 'the poor are poorer and relatively more disadvantaged'. Whereas NGO literature focuses on potential of NGOs to transform development processes in positive ways, non-profit organisations focus on service provision, welfare and organisational issues. NGO studies focus on NGOs as one of key actors in development processes, whereas non-profit literature focuses on organisations themselves and is bounded by a narrower concept of the 'sector'. The separateness of these literatures creates two kinds of problems: learning and exchange, and relevance. Both groups

miss out on potential opportunities to learn across these contrasting and complementary organisations.

Lewis, D. (2001) *Civil society in a non-Western context: reflections on the 'usefulness' of a concept*, Civil Society Working Paper 13, London: CCS/LSE. Online at www.lse.ac.uk/collections/CCS/pdf/CSWP13_web.pdf

This paper considers the usefulness of the concept of civil society—both as an analytical construct and a policy tool – in non-Western contexts drawing on a selected review of literature on Africa from anthropology and development studies. Rejecting arguments that the concept has little meaning outside its Western origins, and critical of the sometimes crude export of the concept by Western donors to build 'good governance', the paper examines local meanings being created around the concept. Nevertheless, it acknowledges that such adaptations are part of an increasingly universal negotiation between citizens, states and markets. Current efforts to bring peace in Somalia are, in part, drawing on the language of civil society. Despite the apparent novelty of the rediscovered concept of civil society, it can also be invested with historical depth in the study of citizenship, exclusion and colonialism. The concept arguably therefore has both analytical value as well as inspirational power.

Key elements in terms of CSOs, evidence and pro-poor policy processes:

- The role of CSOs in the policy process: explains Archer's notion of the 'virtuous circle' between state, economy and civil society – where civil society works to balance growth, equity and stability (Archer 1994).
- Defining CSOs: guards against the dangers of defining CSOs as 'voluntaristic' or 'outside the household', as these may preclude African forms of association which perform a comparable function to 'Western' type CSOs (Ferguson 1998).
- A better way to analyse CSOs as a category is to focus on their *activities*, rather than their organisational forms. This incorporates grassroots, informal and self-help groups rather than those who are defined relative to external bodies.
- The role of CSOs: the concept of civil society is 'useful to act with' as well as being 'useful to think with': it has the capacity to inspire action, animating political arenas and challenging a simple view of moral authority as couched in either institutions or intentions. (*Summary with extracts from author's abstract*)

Lindquist, E. A. (1988) 'What do decision-models tell us about information use?', *Knowledge in Society* 1(2): 86–111.

Lindquist has argued that organisations or networks, for that matter, are often in different decision modes – routine, incremental, or fundamental. Each involves a different level of scrutiny and debate over the integrity of its policy underpinnings: i) routine decision regimes focus on matching and adapting existing programmes and repertoires to emerging conditions, but involve little debate on logic and design, which is built into the programmes and repertoires; ii) incremental decision-making deals with selective issues as they emerge, but does not deal comprehensively with all constituent issues associated with the policy domain; and iii) fundamental decisions are relatively infrequent opportunities to rethink approaches to policy domains, whether as result of crisis, new governments, or policy spillovers. Where fundamental decisions are concerned, it is important to note that that they are anticipated and followed by incremental or routine regimes. There is a connection to this line of thinking with the agenda-setting model described just above. Decisions emanating from the 'choice opportunities' that arise as policy windows open, however briefly, may involve either limited or significant change, or perhaps none at all. [...]

If one believes that the vast majority of decision-making in a policy area over time is routine or incremental, then there is a built-in bias against the use of research by policy-makers. There will be greater interest in useful data and analysis that deals with incremental issues as they arise, and the findings from ongoing research must achieve influence through enlightenment and percolation. Conversely, the greatest demand for, and receptivity to, research comes in anticipation of fundamental policy decisions, or following sharp regime shifts. (*Summary taken from Lindquist (forthcoming)*),

Discerning policy influence: framework for a strategic evaluation of IDRC-supported research, to be published by IDRC: 19–20)

MacDonald, L. (1997) *Supporting civil society: the political role of non-governmental organisations in Central America*, Basingstoke: Macmillan.

This book examines the assumptions underlying an emphasis on civil society as a channel for development aid, and looks at how some NGOs' work measures up against the expectations that have been placed on them. A central thread is that civil societies vary dramatically among countries, as does the nature of the relationship between state and civil society. In the context of the neo-liberal structural adjustment programmes that are being imposed throughout the third world, an emphasis on civil society may be disempowering rather than empowering. Any examination of the role of NGOs in civil society must therefore be placed in a specific cultural and historical context. The author outlines a typology of NGOs, separating them into INGOs, National NGOs and Popular Organisations (which seem to be a rough equivalent to grassroots organisations). She criticises the tendency of funders to adopt a short-term approach to NGO evaluation.

MacDonald uses case studies from Nicaragua and Costa Rica to argue that Northern NGOs need to learn to let go of their power and resources and avoid a paternalistic stance in their relations with Southern partners. If they do so, there is real potential for NGOs to be a powerful force for change in these regions.

Macdonald, T. (2004) "We the peoples": the democratic authorization and accountability of NGOs in global governance', Paper presented to ISTR Sixth International Conference on Contesting Citizenship and Civil Society in a Divided World, Ryerson University and York University, Toronto, Canada, 11–14 July.

The perceived legitimacy that underpins NGOs' increasing influence in global politics derives to a significant degree from their claims to serve as legitimate democratic representatives of global citizens. However, much scepticism remains about the democratic legitimacy of NGOs. Many critics of NGO participation challenge the legitimate status of NGO constituencies, labelling them pejoratively as 'interest groups' with no special entitlement to representation. Critics of NGO participation also question how 'representative' NGOs actually are of the constituencies for whom they purport to speak. They point out that NGOs are unelected and unaccountable, arguing that, unlike national governments, NGOs 'need not answer to the broad public they claim to represent'.

The goal of this paper is to counter such sceptical arguments and make a case for the proposition that NGOs can in some respects serve as a democratising force in intergovernmental and corporate sites of global governance. Although I am critical of some current NGO activities and organisational structures, I construct a theoretical democratic case for the view that NGOs can, in some circumstances and with appropriate organisational reforms, play a central role in emerging structures of democratic global governance. (*From author's abstract*)

Maglio, I. and R. Keppke (2004) 'The city of São Paulo strategic master plan – the making of: from pressure groups to NGOs', Paper presented to ISTR Sixth International Conference on Contesting Citizenship and Civil Society in a Divided World, Ryerson University and York University, Toronto, Canada, 11–14 July.

The city of São Paulo – the second largest city in Latin America in politico-economic significance – produced 13.66% of national GDP in 2002, highlighting the extreme regional unbalance that characterises Brazil. The city's income concentration segregates in its territory a few high-quality urban pattern small clusters surrounded by a sea of socio-environmental degradation. One-third of its 96 regional districts are located in the fringe of the city under the territorial exclusion line. In the last decade, as exclusion from consolidated areas has increased, the population of degraded areas has triplicated.

In such an adverse scenario, the city local government faced the challenge for proposing a new Strategic Master Plan for the city. It was innovative, the first city in the country adopting the City Act – a complementary law to the country's constitution, focusing on tools designed to acknowledge the social function of urban property, such as: i) compulsory utilisation of unoccupied private property; ii) grant by payment for a permit to build over the allowed limit, in order to channel to degraded areas financial resources that used to be appropriated by the real estate; and iii) transfer of the right to build from a property to another for preserving properties considered part of the city's heritage.

Innovative insofar as they were an incentive for civil society participation in decision-making, the designing of the Strategic Regional Plans focused on a methodology based on participation. Between October 2002 and July 2003, almost 360 activities in the 31 Regional Districts were carried out by 350 persons. Discussion engaged almost 10,000 participants out of 2,175 civil organisations in regional seminars, workshops and deliberative meetings. The Strategic Regional Plans' participative events were attended mainly by the popular sectors of civil society, through NGOs or socially organised movements. At the same time, the elite and the traditional economic sectors apparently ignored these events as they preferred acting through their established lobby, mainly in the City Council where Plans are to be officially approved and enacted. (*extract from introduction*)

Malena, C. (2000) 'Beneficiaries, mercenaries, missionaries and revolutionaries: "unpacking" NGO involvement in World Bank-financed projects', *IDS Bulletin* 31(3): 19–34.

This article critically examines the involvement of NGOs in World Bank-supported development projects. It attempts to 'unpack' NGO involvement in Bank projects by shedding light on the variety of motivations that NGOs may have for working with the Bank and vice versa. The article identifies four distinct forms of NGO involvement, based on the primary purpose of that involvement. It shows how each of these forms – NGOs behaving as 'beneficiaries', 'mercenaries', 'missionaries' or 'revolutionaries' – brings with it a distinct set of potential benefits and challenges. The article concludes that it is important for both the Bank and NGOs to be explicit about why, in any given situation, they are choosing to work together and what they expect from the collaboration. This is essential: i) as a first step towards negotiating working relationships that are more productive and ii) to avoid creating unrealistic expectations (and subsequent disillusionments) regarding NGO 'partnership' in Bank operations. (*Author's abstract*)

Malena, C. (2004) 'The role of civil society in holding government accountable: the concept and emerging practice of "Social Accountability"', Paper presented to ISTR Sixth International Conference on Contesting Citizenship and Civil Society in a Divided World, Ryerson University and York University, Toronto, Canada, 11–14 July.

This panel explores conceptual and operational features of 'social accountability' with an emphasis on developing country contexts. Social accountability is here used to refer to the broad range of actions and mechanisms (beyond voting) that citizens, communities, civil society organisations (CSOs) and independent media can use to hold government officials and bureaucrats accountable. These include, for example, participatory budgeting, public expenditure tracking, citizen monitoring of public service delivery, citizen advisory boards, lobbying, and advocacy campaigns.

The overview paper argues that holding government accountable is a core role of civil society which deserves increased attention in the context of civil society support and capacity-building activities. It examines the importance of social accountability with regard to governance, democracy and empowerment agendas and, in particular, in the context of decentralisation processes and poverty reduction strategies. It discusses the key elements of effective social accountability interventions and identifies key entry points (in public policy-making, budgeting and expenditure management processes). It explores key political and social features impacting civil society's role in holding government accountable and makes recommendations for effective promotion of social accountability at the local and national levels. Two additional panellists present case studies of innovative social accountability practices in Africa and/or Latin America.

Case studies include:

- a presentation of the specific methods and tools used;

- an analysis of key (conceptual and operational) challenges and how they were overcome;
- results of the social accountability activity; and
- key recommendations and lessons learned.

Maxwell, S. (2000) 'Is anyone listening?' GDNNet Paper for Bridging Research and Policy, GDNNet. Online at: <http://nt1.ids.ac.uk/gdn/tools/respol.htm>

This paper starts from the observation that there is a great deal of research activity, with an uncertain impact on policy. It briefly reviews various inputs into the debate on research/policy linkages, and highlights the need to understand the policy process and to attempt to see issues from the policy-makers' perspective. This includes the need to develop a more thorough understanding of policy that includes policy implementation; 'policy is what policy does'. It also touches on ways of making use of 'policy narratives' and 'epistemic communities', as well as entrance points into the literature on campaigning. The paper concludes that if researchers are to have an impact on policy, they need to build up an understanding of how policy is made and how it is implemented. (*From GDNNet*)

Maxwell, S. (2003) 'Does evidence matter? Policy entrepreneurship', Presentation at ODI Does Evidence Matter Meeting Series, Meeting 7 on Policy Entrepreneurship, Overseas Development Institute, London, 11 June. Online at: www.odi.org.uk/Rapid/Meetings/Evidence/Presentation_14/Maxwell.html

Maxwell spoke on the topic of how researchers can be successful policy entrepreneurs. He introduced the topic by referring to a quote that illustrated how inept researchers can sometimes be at engaging with policy processes: '...government ministers and civil servants were scathing about some of the [research] work they receive. This is claimed all too often to speak naively of policy issues, demonstrate little or no awareness of current policy, is over-technical and sometimes need drastic editing to make it readable to key players.' (Commission on the Social Sciences 2003).

He emphasised that he was not addressing the problem of campaigning, even research-rich campaigning. Campaigning was a different skill. Nor were his remarks addressed to pure researchers. Instead, he was dealing with researchers interested in policy. The task could best be summarised in the title of Diane Stone's book on think tanks and policy processes: *Capturing the political imagination*.

We know already that policy is not formed in a linear fashion. There are many theoretical models to guide us (for overviews, see previous work by Sutton – ODI Working Paper 118, Crewe and Young – ODI Working Paper 173, and De Vibe et al, - ODI Working Paper 174). The Research and Policy Programme (RAPID) at ODI has organised these theories into a three-dimensional framework, focusing on the three spheres of policy context, evidence, and links.

Policy entrepreneurship by researchers is only one small part of the process. The options can be presented as four different approaches to policy entrepreneurship.

- A successful policy entrepreneur needs to be a good storyteller. This can be illustrated by Scheherazade, who told stories to stay alive. Stories may resemble development narratives (as examined by Roe). Powerful narratives include the desertification narrative and the narrative of structural adjustment.
- A successful policy entrepreneur needs to be a good networker. ODI networks and meetings offer good examples of epistemic communities in the international development field.
- A successful policy entrepreneur needs to be a good engineer (as illustrated by Brunel). 'Policy is what policy does', and there is little point in having a policy on paper if it is not implemented by the 'street-level bureaucrats'. Researchers need to engage both with high-level policy-makers and ground-level practitioners.
- A successful policy entrepreneur needs to be a good fixer (like Rasputin). It is important to understand the political game surrounding the policy process. If you want to change anything you need to identify the relevant sources of power (which, according to Charles Handy, can be divided into categories of physical, resource, position, expert, personal, or negative).

Final issues and questions were:

- How do we make the right choices regarding sequencing and time prioritisation?

- Are there hidden trade-offs? For example, it is sometimes difficult to strike a balance between ODI's public and private activities.
- Can we expect one individual to take on all these four styles of entrepreneurship, or do we need to construct teams that combine the four styles as a group?
- Can policy entrepreneurship be taught? Maxwell suggested that the answer to this final question is yes.

Muchie, M. (2004) 'Can civil society resurrect the emancipatory project in Africa?', Paper presented to ISTR Sixth International Conference on Contesting Citizenship and Civil Society in a Divided World, Ryerson University and York University, Toronto, Canada, 11–14 July. Online at: <http://www.jhu.edu/~istr/conferences/toronto/abstracts/Muchie.pdf>

An independent voice of civil society has emerged clearly since the democratisation wind began to blow across the continent from the late 80s and early 90s. The last twenty years have been dubbed as the decades of civil society revival and resurrection. Civil society stakeholders have continued to express growing public interest and aspiration from an independent organisational and social location to widen the franchise and extend the empowerment of the population. There has been growing active engagement in the democratic reform processes and political elections in Africa. Civil society has turned into a site where the left has been shopping for a new strategic space to redress the inequities born from market power and state power. Whether civil society as a terrain can provide that clarity to weave an emancipatory project remains contested. For a start, the left has to create its own definition of civil society and distinguish it from liberal and neo-conservative presentations of the concept. However, the emancipatory appropriation of a vastly diffuse concept is endlessly problematic. (*From introduction*)

Mulgan, G. (2003) 'Facing the future: engaging stakeholders and citizens in developing public policy', National Institute of Governance Conference, Canberra, Australia 23–24 April.

Geoff Mulgan, Director of the Strategy Unit in the UK Cabinet Office, maps current trends in the use of knowledge in government, and proposes new strategies and directions to improve it. Mulgan suggests that both government and society are better informed and more interested in knowledge and evidence than ever before. Greater transparency in the working practices of international governments and institutions has incentivised and enabled the sharing of policy ideas globally. Although evidence based policy-making is far from new, the current policy arena demands knowledge rooted in diverse sources, highly integrated in both theoretical and practical expertise. An attempt to address this challenge is reflected in the working practices and structure of the Strategy Unit, which is made up of a range of civil servants, and others from academia, business or the voluntary sector, generalists and specialists; and those with front-line experience.

Mulgan draws a distinction in different types of policy fields and their relationships with knowledge:

- **Stable policy fields:** these are well established areas where a strong practical and theoretical base must simply be applied to new questions. Good innovations can be identified through systematic reviews and spread through formal networks
- **Policy fields in flux:** these have a contested knowledge base where professionals entrenched in debate are defensive to change. New knowledge from outside may be useful to recognise promising innovations.
- **Inherently novel policy fields:** in these emerging fields with no established evidence base, government may keep a close eye to avoid mistakes. Innovation by foundations at an arms length from government may be well placed to learn quickly.

In these contexts, Mulgan notes that evidence must not be seen as a universal good. If democratic will lies contrary to it, this can not be ignored. Some revelations may be destabilising, undermine self and mutual respect and be counterproductive. We must understand that in political forum, tacit craft knowledge may be as important as explicit research knowledge and this demands the use of knowledge in government that is both reflexive and flexible.

Najam, A. (1999) 'Citizen organizations as policy entrepreneurs' in David Lewis ed. *International perspectives in voluntary action: reshaping the third sector*, London: Earthscan.

This chapter seeks to understand how citizen organisations, in their various roles, interact with the policy process. It sets the task of constructing an analytic template for the full range of policy services which citizen organisations provide in sustainable development, using examples from North and South. Najam aims to work towards an explanation of policy influence which spans the entire global citizen sector rather than only its substantive or geographic sub-sectors.

Najam identifies three levels of CSO policy influence:

- Agenda setting: setting priorities.
- Policy development: choosing from alternatives and options.
- Policy implementations: action.

He identifies four roles for CSOs:

- Monitors: with the function of keeping policy 'honest'.
- Advocates: lobbying directly for the policy options they prefer or those they oppose.
- Innovators: developing and demonstrating ways of doing things differently and highlighting the policy value of being missed by options that are not adopted or considered.
- Service providers: directly acting to fulfil a service need, especially to the marginalised and under-served.

These three roles, in three stages of the policy process, form a matrix for how citizens' organisations work in the policy process. The rest of the paper goes through the four roles for a citizens' organisation, giving examples of how different organisations have worked in different contexts. The three-by-four matrix is then filled in with examples of the organisations. His policy map is presented as a tool for organising and analysing data, and useful for comparative research on the role of CSOs in policy processes.

Omar, R. (2004) *Does public policy need religion? The importance of the inter-religious movement*, Cape Town: Claremont Main Road Mosque.

This paper investigates whether public policy needs religion. How should public policy be devised and arrived at in a democracy? What key indicators should guide the formulation of public policy? How should religion relate to public policy in a modern secularised society? Should they have no significant relationship at all and should religion be privatised? Or is religion so important that it should dominate public policy? Which competing religious discourses should be privileged by public policy formulators? And what are the political implications of such religious privileging? This paper explores these questions in the context of the first five years of South Africa's non-racial democracy. (*From introduction*)

Ottaway, M. and T. Carothers (2000) *Funding virtue: civil society aid and democracy promotion*, Washington, DC: Carnegie Endowment for International Peace.

This book examines the recent influx of aid, especially from the US, which has been directed at building civil society. It asks four key questions: What conceptions of civil society do aid providers employ? How do these conceptions relate to local realities in the recipient countries? Where do the programmes make a difference, and where do they fall short? How can civil society aid be improved?

Ottaway and Carothers take a critical look at the assumption that promoting civil society development is the key to democracy building. They argue that the conception of 'civil society' that donors use to build their assistance programmes is simplistic, and hampering aid programmes from developing the capacity to fully engage with the contexts in which they work. Donors must work more carefully to ensure that their efforts to 'strengthen' CSOs do not undermine the legitimacy of these very organisations.

With an extensive range of case studies, the chapters examine civil society aid in the Middle East, Africa, Asia, Eastern Europe and Latin America.

Pennar, K. (1997) 'A helping hand, not just an invisible hand', *Business Week*, 24 March: 70–72.

This commentary begins by briefly sketching the debate between the promoters of free markets and government intervention. The tenets of the free market as championed by Milton Friedman have created a new orthodoxy producing impressive records of economic growth. Free markets, however, do not ensure that the fruits of growth are equally distributed. Some commentators, such as George Soros, are becoming increasingly troubled by the limitations of free markets, especially in the era of globalisation, and are calling for government interventions to ameliorate the effects of 'unbridled self-interest and laissez-faire policies.' The existence and implications of widening income disparities are examined in light of these two positions. Pennar suggests that neither market nor government responses may be sufficient to address such inequalities, and that attention needs to be refocused on the role of community or civil society. She states that while this sector is independent, it nevertheless develops 'bonds and linkages' with the market and government that impacts community welfare. She cites the work of Robert Putnam as suggesting that civil society has an impact on economic performance. While liberals and conservatives may approach this issue from different positions and for different purposes, she concludes that a focus on the economic role of civil society can reinvigorate the traditional debate on the merits of the market versus the government. (*Author's abstract*)

Perlas, N. (1999) *Shaping globalisation: civil society, cultural power and threefolding*, Cape Town: Novalis Press.

This short book looks at how civil society organisations can innovate to achieve policy influence within a globalised world. It takes a case study from the Philippines, looking at how a community of CSOs came together to negotiate with the government on the Philippine 21 Agenda – a set of recommendations for building sustainable development. Working through this example, Perlas draws out an argument on the nature and role of civil society. Perlas argues that the best way for civil society to be critically engaged with political and economic issues is to develop a reflexive understanding of itself as a cultural institution – this allows it to develop better strategies, tactics and ideas. Fundamentally, CSOs need to understand the power and potency of their cultural power. This is a central element of integrating cultural, political and economic interests – or, to put it another way, 'three-folding' civil society, the state and the market.

Pettifor, A. (2004) 'Does evidence matter?', Paper presented at ODI Meeting 7 on Policy Entrepreneurship, Overseas Development Institute, London, 11 June. Online at: www.odi.org.uk/Rapid/Meetings/Evidence/Presentation_15/Pettifor.html

Ann Pettifor started off by stating that, as far as she was concerned, evidence really did not matter. For example, there is a mountain of evidence on the effects of the AIDS crisis in Africa, and yet this has not mobilised the global community to the extent necessary. So what really matters is making the evidence matter. In 1994, when working with the Debt Crisis Network, there was a lack of information and understanding of the individual debtors, how much debt they owed, and their relationship to the British government.

Pettifor duly set out to unearth the details of the loans made by the government. The prevailing attitude at the time was that debt relief might be seen as a charitable act to aid poor countries. The Debt Crisis Network uncovered a far more complete picture of what was going on by assembling evidence about creditors and by showing through analysis of this evidence that debt relief was not just a matter of charity.

Analysing evidence in this way can be compared to cutting a diamond. The diamond cutter spends a long time examining the stone from all angles, before deciding just where and how to cut it in order to maximise the potential reflection of the diamond. When the Debt Crisis Network found the right way to 'cut' the evidence – framing the problem of debt in terms of the oil crisis, export arrangement and lending policies – the issue of debt relief was seen in a different light. This empowered campaigners to mobilise.

The debt relief campaign paid much attention to ways of communicating the evidence they had. For example, they briefed the comedian Mark Thomas on the role of the Export Credit Guarantee

Department, and he incorporated this into his show. An issue that would otherwise not have caught the interest of many people was thus communicated more widely. Another aspect of public communication was the need to explain economic theory in accessible formats – without being patronising towards the debt relief supporters. The mobilisation of the debt relief campaign empowered people both to understand the issue and to do something about it – witness the astounding number of letters sent to the Treasury on the matter.

The speaker pointed out that there were still research and policy staff in development agencies who did not aim for communication with the public, but rather aimed explicitly for exclusivity. University staff may also be withdrawn. The Jubilee campaign found it very hard to link up with academics willing to provide them with intellectual ballast. In terms of mobilising people, it is also important to find the right angles. The speaker suggested that poverty reduction was now a rather hackneyed phrase; she preferred the phrase 'economic justice'. This was used to mobilise people for the Jubilee campaign.

The campaign made a couple of resolutions right from the start that helped them during their work. First, they decided that they would not demand that a bureaucracy change its ways. Instead, they would go straight to the G7 – as they started off by doing in Birmingham. Secondly, it would not be possible to have a democratically run global campaign. Therefore, they used the 'McDonalds' model where every country could set up its own Jubilee 'outlet' using the same materials and analyses.

Pollard, A. (2004) 'Making the most of ethnography: bridging research and policy from inside and outside NGOs', Paper presented at NGO Study Group Seminar Ethnography of NGOs: Understanding Organisational Processes, 28 Oxford. Online at: www.intrac.org/pages/DSA_April2004.html

This paper contrasts the strategies used by NGOs in South India with those used by NGO networks in the Pacific. Case studies are drawn from SPEECH, a mediation based NGO in Tamilnadu, and PAWORNET, a women's NGO network in Fiji, as documented by High and Riles. These examples are used to consider the creative dialogue between ethnographic understanding and everyday knowledge in NGO work. The paper suggests that NGOs can bolster their effectiveness by capturing the imagination of those involved with them. When NGO networks are 'good to think', they can become more than the sum of its connections.

Pollard, A. and R. Driscoll, (2004) 'Strategic communications in PRSPs: Bolivia case study', ODI Consultation for the World Bank and DFID.

Communications initiatives in the Bolivian PRS have worked towards building constructive links between very diverse groups with fragile relationships. The Bolivian government as a whole has long-term problems with clientelism and corruption, and an acrimonious relationship with a very vocal and internally divided civil society sector. Steps towards bridging these gaps through the PRS process have been made in three ways: First, consultation processes and participative monitoring at the relatively stable and coherent level of municipalities were undertaken. Secondly, an independent consultation on the PRSP was conducted by the Catholic Church – an organisation which cuts across disparate civil society groups - and run in parallel to the government-led National Dialogue. Finally, think tanks, such as ILDIS, have worked to mediate between government and the general public by promoting more informed and constructive debate. Steps are also being taken within the donor community to develop closer collaboration among themselves, with DFID leading a new network of bilateral donors. The links between donors and other stakeholders however have room for improvement: there have been calls for donors to capitalise on the success of the Bolivian think tank sector, and invest in research and analysis which can promote a better match between donor expectations of government, and its practical capacities. (*Author's summary*)

Porter, R. W. and S. Pryor-Jones (1998) *Making a difference to policies and programmes: a guide for researchers*, Monograph Series 1, Entebbe, Uganda: ECAPAPA.

This practical guide for researchers pointed to five focus areas for researchers.

- **In defining the research questions:** choosing what to study and how to talk about the research concerns requires knowing how potential users define the issues. They must also be engaged in defining the research questions.
- **In developing the proposal:** the decisions and users the researcher wishes to influence must be clear and the research methods appropriate to informing that decision and reaching those users. Strategies should involve potential users of the findings. A research dissemination plan should be included.
- **In conducting the research:** involve users in implementing and monitoring the study.
- **In communicating results:** systematic dissemination strategies are needed for reaching different audiences of potential users. Materials and tools must be in a style appropriate for the various users. Increase the awareness, understanding, and ownership of research outputs by decision-makers and society in general.
- **In assessing effectiveness:** assess the quality of the research and the utility of findings to decision-makers, and generate information to improve future performance.

Principally, research informs policies and programmes most effectively when there is a three-way communication process linking researchers, decision-makers and communication. (*From RAPID*)

Putnam, R. (2000) *Bowling alone*, New York: Simon & Schuster.

This widely read and highly influential book documents the ‘disintegration’ of American society, looking at why Americans are increasingly leading lonely and disconnected lives. It examines the causes and consequences of this phenomenon and considers the options for rebuilding American civil society, popularising the term ‘social capital’.

Putnam argues that there is a ‘decline in social connectedness’, in the US ‘kids today just aren’t joiners’ and they have lost the civic mindedness of the post-war generation. This has led to a decline in ‘social capital’, the quality that lubricates social life, either ‘bonding’ or ‘bridging’ to facilitate trust and cooperation between individuals, helping them to better themselves. When generated through participation in various specific social activities, this is ‘simultaneously a public and private good’. He says that current tendencies to ‘watch rather than talk’, to spend less time as part of a team, and less time with friends and family, have led to a decline in standards of children’s education, more crime, poorer health, a fall in economic prosperity and even problems with the democratic process. Putnam identifies various factors for this: time pressure for dual-income families, with women also in the workplace, bears 10% of the responsibility. Mobility and urban sprawl it account for another 10%. New technologies and increased use of the media makes up about 25% of the shift. The key factor, however, is generational shift as the civic-minded post-war generation is replaced by baby boomers with different priorities; this makes up for around 35% of the phenomenon. He leaves 20% unaccounted for in an effort to avoid determinism. Putnam proposes a manifesto for change:

- Encouraging participation;
- Encouraging neighbourliness;
- Reducing time commuting;
- Encouraging religiosity;
- Encouraging political involvement.

Reilly, B. and R. Phillpot (2004) ““Making democracy work” in Papua New Guinea: social capital and provincial development in an ethnically fragmented society”, *Asian Survey* 42(6): 906–27.

Papua New Guinea offers an intriguing opportunity to examine the link between social capital and development. A stable democracy despite substantial social fragmentation, Papua New Guinea was decentralised between 1976 and 1995 into nineteen provinces with high degrees of autonomy. These provinces had widely divergent economic performances during this period. A primary comparison between provincial development and provincial performance (effectiveness of provincial government) showed little correlation, indicating that strength of government does not alone account for these economic differences.

Five indicators of social capital were used in the analysis: quality of education; level of community knowledge of current events; number of community-based organisations; number of women in local

politics; and participation in sporting clubs. All five showed some positive correlation with economic development; in the cases of quality of education, level of community knowledge of current events, and number of women in politics, this correlation was statistically significant.

The explanatory model presented suggests that ethnic fragmentation impedes positive social capital, which leads to lower levels of development. Typical of many developing countries, electoral politics in Papua New Guinea is seen as a competition for access to the state's resources. Political parties are largely split along ethnic lines. Successful candidates are expected to use their position to extract these resources for the benefit of their supporters. An election victory results in great financial benefit for the victorious clan, and energy while in power is focused on short-term wealth distribution rather than long-term wealth creation. Whereas internal social capital within ethnic groups is quite high, intra-group capital is very low because of pressures towards group cohesion necessary to achieve political power. This research points to a distinction to be made between negative 'bonding' social capital which promotes group allegiance and exclusion, and positive 'bridging' social capital, which promotes cross-group linkages. (*Author's abstract*)

Riddell, R. C., S-E. Kruse, T. Kyollen, S. Ojanpera and J-L. Vielajus (1997) 'Searching for impact and methods: NGO evaluation synthesis study', Report produced for the OECD/DAC Expert Group on Evaluation, Department for International Development Cooperation, Ministry of Foreign Affairs, Helsinki.

When it was finished in the year 2000, this was the most definitive study of NGO impact to date, primarily because of the breadth of its coverage and detail of its analysis. The study aimed to synthesise the impact of non-governmental organisation (NGO) development projects, working largely from evaluation reports, as well as other methods for assessing impact. The information was gathered from evaluation reports commissioned by donors, and data gathered (through reports and interviews) in 13 country case-studies, undertaken in both donor and Southern countries. The overall study comprises two volumes, the main report (125 pages), and appendices (375 pages), which contain the case studies and an extended bibliography. (*Adapted from project summary*)

Roe, E. (1991) 'Development narratives', *World Development* 19(4): 1065–70.

Roe argues that development policies are often based on arguments, scenarios and narratives that do not stand up to closer scrutiny. Frequently, the narratives are directly contradicted by experience in the field. In spite of this, the narratives persist and continue to inform policy-making. The most obvious reaction is to dismiss the narratives as myths or ideologies, and to call for more rational policy-making or a more learning-based process.

However, Roe suggests that this will not have any great effect, because the ideals of rationality and learning would not automatically fulfil the needs that the narratives do, and thus are likely to be discarded in practice. Instead, it is necessary to first try and understand why policy so often leans on narratives, and why policy-making apparently 'learns less and less' over time, before attempting to reform it. Narratives have several functions. Importantly, they are a way of dealing with the uncertainty and ambiguity that characterises development activity. There is a strong pressure to produce and reproduce simplifying narratives, especially in situations where difficult and ambiguous decisions have to be made. Narratives are able to transform a chaotic reality into an ordered and comprehensible sequence of events.

Roe suggests that the best way of reforming outdated narratives is to engage with them, either by trying to improve the narrative itself, or by introducing counter-narratives (i.e. making the best of blueprint development). (*From RAPID*)

Rojas, O. (1999) 'The role of civil society organisations in sustainable development' in *CIVICUS Civil society at the millennium*, West Hartford, CT: Kumarian Press.

This chapter looks at the role of CSOs in promoting and implementing sustainable development, providing a historical analysis of how CSOs and sustainability have been linked. Sustainable

development is a relatively new concept, appearing over the last two decades to integrate social and economic development with ecological concerns – to balance the needs of current and future generations. An implicit value is placed on balancing the needs of available resources, reducing consumption, promoting environmentally friendly forms of production. CSOs are both social and civic actors; their values are linked to defending sustainable development: CSOs find their legitimate and true expression in these values.

CSOs have influenced sustainable development by putting pressure on businesses, governments, and donors, but one of their main contributions has been in being innovative in the field. Have created viable alternatives for promoting processes to protect and preserve the environment, e.g. nature reserves – first created by FES foundation of Colombia (established Columbia's first nature reserve in early 1980s).

Sabur, M. (2004) 'Case study of the Asian Muslim Action Network (AMAN)', Case study for WFDD, Birmingham. Online at: www.wfdd.org.uk/programmes/case_studies/aman.doc

The Asian Muslim Action Network (AMAN) brings together individuals, groups and Muslim associations in Asia and subscribes to a progressive and enlightened approach to Islam. Since its inception in 1990, AMAN has been engaged in human resource development and facilitated forums for individuals, whether Muslim or of other faiths, who are working for the eradication of poverty, environmental protection, human rights, social justice, interfaith and inter-cultural dialogue, and communal harmony and peace. (*From introduction*)

Skinner, M. and M. Rosenberg (2004) 'Co-opting voluntarism: ideology, long-term care reform and the voluntary sector in Ontario, Canada', Paper presented to ISTR Sixth International Conference on Contesting Citizenship and Civil Society in a Divided World, Ryerson University and York University, Toronto, Canada, 11–14 July. Online at: <http://www.jhu.edu/~istr/conferences/toronto/abstracts/Skinner.pdf>

This paper explores the relationship between health care restructuring and voluntarism within the context of Ontario in the 1990s. In particular, it critically assesses the changing role of voluntary sector organisations with respect to the provision of long-term care, and it does so in light of the extensive restructuring of public services in the province during the last decade. The study involves a comparative analysis of two long-term care reform models that were developed by ideologically opposed provincial governments (i.e. social democratic vs. conservative) during the 1990s to address the longstanding need for better access, increased coordination and greater equity across Ontario's health care system. The study focuses on the development of the 'Multi-Service Agency', a centrally planned model featuring public provision, and the 'Community Care Access Centre', a managed competition model featuring private provision, in order to shed light on the impact of different public service restructuring strategies on the voluntary sector. The two models from the Ontario case study are representative of challenges facing other provincial and national welfare systems, and therefore are of considerable analytical interest.

The results indicate that, despite unanimous promotion of voluntarism (and the attendant ascendancy of the voluntary sector) as a central feature of health care restructuring, the divergent reform models actually trap voluntary sector organisations between direct incorporation within public provision on the one hand, and direct for-profit competition on the other. The findings suggest that underscoring long-term care reform in Ontario, and elsewhere, is the co-option of the voluntary sector, which resonates with concern for its ability to replace effectively public provision of health care services. Finally, the results also point to the need to consider in greater depth the local response strategies of voluntary organisations (e.g. survival, resistance, withdrawal or collapse) in order to inform current debates surrounding the relationship between health care restructuring and voluntarism, and the changing role of the voluntary sector.

Srivastava, R. (2003) 'Swadhyaya: a movement experience', Case study for WFDD, Birmingham. Online at: www.wfdd.org.uk/programmes/case_studies/swadhyaya.doc

Continuity of cultural realignment has been endemic to India's civilisational impulses. What is different today is that these alternatives are playing a vital role in responding and adjusting to the main currents of secular culture that have surfaced in the second half of the nineteenth century and have permeated the public domain in general, and dominant institutions in particular. Contemporary India has seen several such efforts towards realignment of ordinary life purposes and the moral urge towards self-fulfilment. Many of these efforts have floundered because either they have lacked a coherent set of ideas to equip the people to cope with the world as it is evolving or have lacked the means and confidence to successfully implement those ideas. Of the ones that have succeeded and are apparently succeeding, Swadhyaya readily comes to mind. (*From introduction*)

Stone, D., S. Maxwell and M. Keating (2001) *Bridging research and policy*, International Workshop funded by DFID, Warwick University, 16–17 July. Online at www.gdnet.org/pdf/Bridging.pdf

This paper is about the relationship between research and policy - specifically about how research impacts on policy, and about how policy draws on research. It might be thought that the relationship is straightforward, with good research designed to be relevant to policy, and its results delivered in an accessible form to policy-makers – and with good policy-making securely and rationally based on relevant research findings. In fact, this is far from the case. The link from research to policy might not be straightforward.

Sometimes, research is not designed to be relevant to policy. Sometimes it is so designed, but fails to have an impact because of problems associated with timeliness, presentation, or manner of communication. Sometimes (probably quite often) policy-makers do not see research findings as central to their decision-making. The relationship between research and policy is often tenuous, quite often fraught.

To observe as much is not new. There are literatures on the question in many social science disciplines – in political science, sociology, anthropology, and management, to name a few. Our purpose here is to review some of these literatures and to draw out the implications for both researchers and policy-makers. The starting point is a discussion of what is meant by 'policy' and the 'policy process'. The rational, linear model of policy-making – which summarises a logical sequence from problem definition, through analysis of alternatives, to decision, implementation, and review – is the traditional approach. We will see shortly what is wrong with this. Accordingly, the paper begins (Section 2) with a brief review of thinking on policy, presenting alternative models, and setting out a framework for thinking about the interaction between research and policy. It then deals successively with the challenge facing researchers (Section 3) and policy-makers (Section 4). Can the range of advice already offered to researchers be extended? And can policy-makers be helped by new ideas such as evidence-based policy-making and performance-based evaluations? The conclusion (Section 5) draws these threads together, suggesting that the impact of research is uncertain and contingent on social and political context. (*Introduction taken from paper*)

Struyk, R. (2000) 'Transnational think tank networks: purpose, membership and cohesion', Urban Institute, Washington, DC.

This short paper provides a brief overview over issues related to think tank networks. Think tank networks are different from public policy networks in that think tank networks are usually made up of organisations with more or less the same interests and fundamental views. In this respect they are similar to epistemic communities. Think tank networks are typically characterised by webs of relatively stable relationships and informal interactions based on these relations. They are also generally non-hierarchical, and attempt to pool and share resources in a mutual manner.

Struyk lists four criteria that can be used to classify different types of networks:

- **Objective:** this can be, for example, efficient flow of knowledge among members, or specific spheres of influence.
- **Incentives for participation:** the costs involved can be miniscule, or can increase as members are required to attend conferences and contribute regularly. These different types of effort required also bring different types of benefits, ranging from access to information to greater visibility and influence.
- **Basis for membership:** networks can be completely open, or restricted in various ways.
- **Network coherence:** this refers to the degree to which the network manages to build effective working relations and a sense of community among its members.

Struyk goes on to apply these criteria to various existing networks. He highlights the fact that two-thirds of the networks have a specifically regional focus, which may be an advantage as far as knowledge sharing and policy influence are concerned. (*From RAPID*)

Sutton, R. (1999) *The policy process: an overview*, ODI Working Paper 118, London: ODI. Online at: www.odi.org.uk/publications/wp118.pdf

This paper offers an introduction to analysis of the policy process. It identifies and describes theoretical approaches in political science, sociology, anthropology, international relations and management. It then reviews five cross-cutting themes:

- The dichotomy between policy-making and implementation.
- The management of change.
- The role of interest groups in the policy process.
- Ownership of the policy process.
- The narrowing of policy alternatives.

The paper concludes with a 21-point check-list of 'what makes policy happen'. A glossary of key terms is also provided. The key argument of the paper is that a 'linear model' of policy-making, characterised by objective analysis of options and separation of policy from implementation, is inadequate. Instead, policy and policy implementation are best understood as a 'chaos of purposes and accidents'. A combination of concepts and tools from different disciplines can be deployed to put some order into the chaos, including policy narratives, policy communities, discourse analysis, regime theory, change management, and the role of street-level bureaucrats in implementation.

Thompson, S. and R. Dart (2004) 'Third sector discourse(s) on welfare recipients: how framing affects the social policy landscape', Paper presented to ISTR Sixth International Conference on Contesting Citizenship and Civil Society in a Divided World, Ryerson University and York University, Toronto, Canada, 11–14 July.

What are the discourses of non-profit organisations around the 'subjects' of social welfare advocacy – the poor and marginal, for whom social welfare exists? What are the implications of these discourses for social welfare reform and the development of an active citizenry? It is widely agreed that the third sector has, and should have, important roles in social policy debates (Taylor and Wilkinson 2001), and that advocacy by third sector organisations can be influential in particular in the way that social policy is framed (Blockson and Van Buren 1999). Recent threats to social welfare, and particularly those from 'neo-liberal' social policy landscapes, where social policy discourses now emphasise responsibilities over rights, 'self-sufficiency' over social programme entitlement, and market mechanisms over governmental supports, suggest the role of non-profit advocacy is even more crucial. However, the role of non-profit advocacy, and specifically the way that this advocacy constitutes the 'subjects' of welfare policy (i.e. the poor), is neither well understood nor have its implications been considered.

This research examines the framing of welfare recipients, and particularly the complex and contested ways that individuals/citizens/service-recipients/unemployed by nonprofits as they engage in welfare reform advocacy. The specific setting of this research is in workfare debates recently held in Ontario, Canada. Its contention is that the particular manners in which the 'subjects' of welfare reform are framed in these debates have important strategic consequences for the enactment of an overall social

policy vision from which particular programs, policies and strategies are derived. In other words, discourses of people in these debates frame the ultimate trajectory of social policy. *(From introduction)*

Tulleken, L. and W. Tyndale (2004) 'Community AIDS Response (CARE)', Background Report.

CARE (Community AIDS Response) is a significant not-for-profit South African NGO, born out of prayer and faith three years ago and acknowledged by Bristol Myers Squibb's 'Secure the Future Foundation' as representative of best practice in the AIDS arena.

The stated aims and objectives are to support people living with HIV and AIDS by providing spiritual, emotional and medical care for those who are infected. This is done directly through volunteers, field workers and professional CARE members and indirectly via community referral. *(From introduction)*

UNDP, World Bank and Club Ekonomika (2000) 'Understanding and building social capital in Bulgaria: a development imperative', Report of Workshop of Club Ekonomika, United Nations Development Programme (UNDP), and World Bank, Sofia, Bulgaria, June 23.

The workshop objectives were to:

- Articulate the value added of social capital as a term and social capital's relevance to development at both micro and macro levels.
- Explain how social capital can serve as a tool for sustainable development as well as an obstacle.
- Apply social capital concepts to participants' everyday work and share their own expertise and experiences.
- Identify mechanisms for building social capital through the use of case studies.
- Describe some of the World Bank and UNDP research and programs related to social capital.
- Practice working with other groups/across sectors to address collective problems.
- Brainstorm how to create new effective partnerships across groups and sectors, specifically in terms of considering what can be done and by whom?
- Identify a community of practitioners in Bulgaria with whom they can collaborate and share knowledge in the future.

Van der Linde, A. and R. Naylor (1999) *Building sustainable peace: conflict, conciliation, and civil society in northern Ghana*, Oxfam Working Papers, Oxford: Oxfam GB.

Can NGOs offer added value to official reconciliation initiatives in the aftermath of conflict? How should donors support local peace brokering, peace facilitation training and conflict early warning mechanisms?

A report from Oxfam GB looks at a rare success in African peacemaking – northern Ghana's recovery from an orgy of ethnic bloodletting in 1994–95. A detailed analysis of the role played by civil society in bolstering a government-brokered peace process has implications across Africa.

The roots of conflict in the Northern Region lie in government neglect of development needs, simmering ethnic tensions around land issues, and disputes over traditional political leadership. This most sparsely populated of Ghana's regions has 15% of the population but attracts only 5% of central government spending. Literacy rates, particularly among rural inhabitants, are well below national averages. Democratisation and decentralisation have sparked conflict as the region's 15 ethnic groups lobby for influence. Partisan missionary and development organisations have added to Muslim-Christian tensions.

A marketplace squabble about the price of a guinea fowl led to an explosion of violence. 15,000 people were murdered as 441 villages were destroyed. An estimated 200,000 people were displaced. Markets and schools were burned down; agriculture was disrupted for several seasons bringing nationwide food shortages and a severe strain on Ghana's budget. The government won praise for its dispatch of peacekeeping troops, coordination of relief and rehabilitation programmes and distribution of tools and other inputs to get farming restarted. A government task force compelled protagonists to get round the table to sign a peace treaty. *(From ID21)*

Van Rooy, A. ed. (1999) *Civil society and the aid industry*, London: Earthscan, in association with The North-South Institute.

This book argues that civil society has become 'an analytical hatstand' on which to hang a range of ideas about politics, organisation, citizenship, activism and self-help. Van Rooy examines the six different meanings of the term in use today; i) a value; ii) collective noun; iii) space; iv) historical moment; v) anti-hegemony; and vi) anti-state.

Aid agencies, both official donors and NGOs, make uncritical and normative assumptions about what civil society is, how it functions, and how it can be supported by external agencies in furtherance of their own declared agenda of democratisation, good governance, and popular participation. However, this lack of theoretical clarity and over hastily disbursed funds can make for interventions that have a profoundly damaging long-term impact. This is a well worked example of how ideas about theory and evidence can influence policy processes through the medium of CSOs. Synthesis chapters by Van Rooy are framed around case studies taken from Hungary, Kenya, Peru and Sri Lanka.

Varshney, A. (2001) 'Ethnic conflict and civil society: India and beyond, *World Politics* 53(3): 362–98.

There has been ample attention paid to civil society and ethnic conflict. This study seeks to identify links between the two by exploring the extent to which civic engagement between ethnic communities helps contain ethnic conflict. In exploring this relationship, the author draws a distinction between inter-ethnic and intra-ethnic engagement.

The author argues that in multiethnic societies, there is a link between civic life and the presence or absence of ethnic violence. Inter-ethnic networks are more likely to encourage peace, while intra-ethnic networks are more likely to be conducive to the eruption of ethnic violence. Two types of civic networks are identified. The first type is of organised or formal associational networks. The second type is a quotidian (informal) engagement, in other words, routine interactions. Both forms can promote peace, and if they are absent or weak, they cannot serve to discourage ethnic violence. The author argues that association forms are better at promoting peace, in part because they make it hard for politicians to divide and polarise people.

In outlining the argument, the author clarifies the concepts of 'ethnic', 'ethnic conflict', and 'civil society.' The author also examines relationships between civil society and ethnicity, and ethnic conflict and civil society. To understand variations, the study looks at six cities in India – three riot prone and three with histories of peace. Based on the study, the author concludes that civic engagement networks are the most important explanation for peace, for example, because they promote communication between religious groups. (*From PovertyNet*)

Young, J., J. Kajume and J. Wanyama (2003) *ITDG Kenya animal health care in Kenya: the road to community-based animal health service delivery*, ODI Working Paper 214, London: ODI. Online at: www.odi.org.uk/publications/working_papers/wp214.pdf

This paper forms part of ODI's Bridging Research and Policy project which is seeking to learn more about linkages between development research, policy and practice and promote evidence-based international development policy. The project includes a literature review, the development of a framework paper and three case studies. This paper presents the results of a case study on livestock service reform in Kenya. This case study identifies the critical factors in the evolving livestock service policies in Kenya, and the relevance of evidence of their effectiveness.